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ABSTRACT

This is a Congressional hearing on an examination of problems faced by women in transition from work without pay to economic self-sufficiency. Testimony includes statements from individuals representing the Women's Bureau, U.S. Department of Labor; the Career Training Program, Women's Center, Enterprise State Junior College, Alabama; the National Displaced Homemakers Network; Project Move, Manatee County Schools, Bradenton, Florida; Wider Opportunities for Women; statements from graduates of displaced homemakers programs; and U.S. Senators. Additional information includes an executive summary of a Florida needs assessment study and questions and answers. (YLB)

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WOMEN IN TRANSITION, 1983

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HEARING

BEFORE THE

COMMITTEE ON LABOR AND HUMAN RESOURCES UNITED STATES SENATE

NINETY-EIGHTH CONGRESS

FIRST SESSION

ON

EXAMINATION OF PROBLEMS FACED BY WOMEN IN TRANSITION FROM WORK WITHOUT PAY TO ECONOMIC SELF-SUFFICIENCY

NOVEMBER 8, 1983

U.S. DEPARTMENT OF EDUCATION
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CONTENTS

STATEMENTS

TUESDAY, NOVEMBER 8, 1983

	Page
Alexander, Dr. Lenora Cole, Director, Women's Bureau, U.S. Department of Labor, accompanied by Clinton M. Wright, Deputy Director	3
Prepared statement	9
Bauer, Dr. Mary, executive director, Career Training Program, Women's Center, Enterprise State Junior College, Enterprise, Ala	101
Prepared statement	103
Denton, Hon. Jeremiah, a U.S. Senator from the State of Alabama, prepared statement	122
Edmonds, Juanita, graduate of a displaced homemaker training program, Washington, D.C	53
Fossedal, Ruth, president, National Displaced Homemakers Network, Waukesha, Wis	89
Prepared statement	92
Gascon, Barba, graduate of a displaced homemakers program, Bradenton, Fla	155
Prepared statement	159
Grassley, Hon. Charles E., a U.S. Senator from the State of Iowa	119
Prepared statement	119
Hawkins, Hon. Paula, a U.S. Senator from the State of Florida	119
Prepared statement	120
Joynes, Margot, executive director, Project Move, Manatee County Schools, Bradenton, Fla	124
Prepared statement	129
Keller, Margaret, graduate of a displaced homemaker program, Enterprise, Ala	117
Madison, Avril, executive director, Wider Opportunities for Women, Washington, D.C	52
Prepared statement	58
Pell, Hon. Claiborne, a U.S. Senator from the State of Rhode Island	2

ADDITIONAL INFORMATION

Articles, publications, et cetera:	
Executive summary of a Florida needs-assessment study	176
Questions and answers:	
Responses of Dr. Alexander to questions submitted by Senator Hatch	42
Responses of Ms. Madison to questions submitted by Senator Hatch	81
Responses of Ms. Fossedal to questions submitted by Senator Hatch	96
Responses of Dr. Bauer to questions submitted by Senator Hatch	110
Responses of Ms. Joynes to questions submitted by Senator Hatch	150

WOMEN IN TRANSITION, 1983

TUESDAY, NOVEMBER 8, 1983

U.S. SENATE,
COMMITTEE ON LABOR AND HUMAN RESOURCES,
Washington, D.C.

The committee met, pursuant to recess, at 9:30 a.m., in room 430, Dirksen Senate Office Building, Senator Orrin Hatch (chairman of the committee) presiding.

Present: Senators Hatch, Hawkins, Grassley, and Pell.

OPENING STATEMENT OF SENATOR HATCH

The CHAIRMAN. Almost 3 years ago, the Labor and Human Resources Committee held hearings to discuss issues related to women in the workplace. Since then, we have tried to broaden the impact of the committee's legislative efforts to assist women to become full partners in our economic system and in our society.

We have, for example, engaged in bipartisan efforts to increase funding for women and minorities in science programs at the National Science Foundation; maintained the authorizations for rape crisis centers and the Women's Educational Equity Act in the 1981 Omnibus Reconciliation Act; and tried to emphasize the need of women to have job training opportunities in the Job Training Partnership Act.

However, I have always felt that the problems faced by women in transition should be examined more thoroughly. In 1981 there were over 10 million American families headed by women. In 40 percent of these families the female breadwinner was unemployed. More than 50 percent of children in families headed by women are living at or below the poverty level, compared to only 8 percent of children in husband-wife families. In Utah alone, 96 percent of all recipients of Federal income transfer payments were women. Of the 8.4 million women nationwide who had custody of their children, less than half had been awarded child support, and of those entitled to child support payments, only 47 percent received the full amount, an average of $40 per week. Twenty-eight percent received absolutely nothing.

The purpose of this hearing is to discuss the unique problems faced by women in transition, women who because of death, divorce, or disability of a spouse are suddenly thrust into the position of family head, and who may find themselves with rusty job skills or no marketable skills at all. We also want to learn about women trying to get off of the welfare dependence merry-go-round and find ways to make an independent living for themselves and for their children. What is an appropriate and effective role for the Govern-

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ment? What Government roadblocks or disincentives are there discouraging women from seeking self-sufficiency or making other private sector help impossible?

We will hear this morning from the Women's Bureau of the U.S. Department of Labor; Wider Opportunities for Women, which is a Washington-based women's training organization; the National Displaced Homemakers Network and several of their affiliated programs. I am delighted that these training organizations are also represented by three former program participants who are able to give the committee a firsthand account of the problems encountered by women in these situations.

It has to be said that no Federal programs for training, income maintenance, child care, or private sector involvement will substitute for the whole, two-parent family approach. Our Government should adopt no policy whatsoever that would drive a wedge between husbands and wives or between children and their parents.

Realistically, however, Government cannot reverse the circumstances which result in one-parent families. That more and more women are falling into the dark pit of welfare dependence, a trend now referred to as the feminization of poverty, is reason enough to hold this hearing and search for reasonable solutions.

I want to thank all of the witnesses this morning for taking the time to be here with us. Your testimony will be most helpful to the committee in examining legislative alternatives.

My staff has already been meeting regularly with a group of women interested in dependent care. Based in large part on their recommendations, tomorrow I will introduce the Dependent Care Resources and Referral Act of 1983, which is cosponsored by my colleague, Senator Hawkins. It is my hope that we will be able to address other needs of women in the near future. With everyone's continued interest and cooperation, I think this committee can move forward in this process.

We are grateful to all of you for being with us here this morning. We will turn at this time to our distinguished colleague, Senator Claiborne Pell, from Rhode Island.

STATEMENT OF HON. CLAIBORNE PELL, A U.S. SENATOR FROM THE STATE OF RHODE ISLAND

Senator PELL. Thank you very much, Mr. Chairman. Thank you, too, for scheduling this hearing on the subject of the displaced homemaker.

As you suggest, the phrase "feminization of poverty" is familiar to us all, and so too is the prediction by the National Advisory Council on Economic Opportunity that if the proportion of the poor who are in female-headed households were to increase at the same rate as it did in the years from 1967 to 1977, the poverty population would be composed almost entirely of women and their children by about the year 2000. The list of statistics that can be cited in this connection is endless and devastating.

The transition from the stable, two-parent family to the status of being a displaced homemaker is difficult emotionally and financially, and the drop in income is measurable and very acute. In 1981 the median income for husband and wife families was $25,000, and

it was over $29,000 if the wife was in the labor force. The median income for divorced female heads of household, by contrast, was $12,300, and for widowed female heads of household it was $7,300.

In the face of this growing poverty among women, the growing participation of women in the labor force, and the poor jobs and low income awaiting a displaced homemaker, our present administration has not turned a blind eye, but neither has it focused its eyes or its heart on the problem. The administration funding requests for the Women's Bureau in the Department of Labor have remained constant at slightly less than $3.8 million for the last two fiscal years, but in each budget request the number of full-time staff positions in the Women's Bureau has, I believe, been cut.

The senior community service employment program, two-thirds of whose employees are women, was intended by the administration to be turned into a block grant, and was preserved by Congress through override of a Presidential veto. In the administration's 1984 budget request, the shift of about a quarter of a billion dollars—$240 million, to be specific—away from female AFDC recipients and youth in favor of male dislocated workers was proposed in employment and training funds. Then, also, the administration has tried to eliminate the WIN work incentive program which provides job services for AFDC recipients seeking employment. Seventy-five percent of WIN's clients have been women, and in my own State of Rhode Island it has been a successful program in saving larger amounts of public benefits money.

I look forward to hearing the testimony of Dr. Lenora Cole Alexander this morning and to hearing testimony from Wider Opportunities for Women and the Displaced Homemakers Network.

Thank you, Mr. Chairman, for your interest in this subject.

The CHAIRMAN. Thank you, Senator.

We are very happy to welcome Dr. Lenora Cole Alexander as the leadoff witness at our hearing this morning. Dr. Alexander was appointed by President Reagan as the Director of the Women's Bureau of the U.S. Department of Labor in 1981. She is in a unique position to report to the committee on the status of women in transition.

We really appreciate your being here with us today and appreciate the great job you are doing.

STATEMENT OF DR. LENORA COLE ALEXANDER, DIRECTOR, WOMEN'S BUREAU, U.S. DEPARTMENT OF LABOR, ACCOMPANIED BY CLINTON M. WRIGHT, DEPUTY DIRECTOR

Dr. ALEXANDER. Thank you very much.

Mr. Chairman and members of the committee, I am pleased to introduce to you my Deputy Director who is accompanying me this morning, Ms. Clinton Wright.

The CHAIRMAN. We are so happy to have you with us, Ms. Wright.

Ms. WRIGHT. Thank you very much.

Dr. ALEXANDER. I am happy to meet with the committee this morning to explore with you the important problem of women in transition, especially low-income women. We have submitted a full

statement for the record. My oral remarks will be brief, and I will be pleased to answer any questions.

The CHAIRMAN. Without objection, we will put your complete statement in the record as though fully delivered.

Dr. ALEXANDER. Thank you.

Our primary focus today will be on those women who could, with adequate employment and training opportunity, move out of poverty into productive employment.

The Women's Bureau was established by an act of Congress 63 years ago, in 1920, only a few years after the Department of Labor itself was established in 1913. The Bureau's legislative mandate is "to formulate standards and policies which shall promote the welfare of wage-earning women, improve their working conditions, increase their efficiency, and advance their opportunities for profitable employment." This mandate is almost a direct echo of the stated purpose of the Department of Labor, "* * * to foster, promote, and develop the welfare of wage earners of the United States, to improve their working conditions and advance their opportunities for profitable employment."

We take this to mean that from the outset, the Women's Bureau was to look at programs and policies of the Department to see whether they met the needs of women as well as men in the labor force. Where experience brings to light special barriers or problems for women, such as those experienced by women in transition, we are to work with policymakers department-wide to help develop ways to overcome them.

In our examination this morning, we will look particularly at two groups of women whose ages and needs tend to be quite different in regard to moving from poverty to productive work. I speak of women on welfare, the greatest numbers of whom are young and mothers of young children. I also speak of homemakers, those women who have invested a major portion of their time in homemaking for some years and now need to seek profitable employment.

According to the current population survey most recently released by the Bureau of the Census for March 1983, almost three out of five persons in poverty were female, 56.9 percent of the total of nearly 35 million poor people. Some poor women work outside the home but most do not earn enough income to rise above the poverty threshold and remain above it. Women and their families were the overwhelming majority of persons seeking public assistance.

Bureau of Labor Statistics data show that among the families of women householders, mean incomes are low, and decline further if there are no earners other than the woman maintaining the family, or if there are no earners at all. Over 46 percent of all poor families are those maintained by women. Only 7.6 percent of husband-wife families are poor but in contrast, nearly 40 percent of all families maintained by women are poor. Almost 68 percent of all families maintained by women contain minor children.

The March 1983 survey data show that only 6.5 percent of poverty stricken women householders were able to work full-time year round. Few, therefore, had the opportunity to earn a complete annual salary. Many women who work full time remain perma-

nently in jobs that pay the minimum wage, and such jobs if worked full-time year round would pay less than the $7,693 poverty threshold for a family of three.

A major route upward and out of the lowest paid work is through education. Median annual earnings of women increase substantially the higher the educational attainment and no matter what the marital circumstances of the worker. According to the survey, only 48 percent of women householders in poverty were high school graduates in March 1983. A much higher proportion of women who maintain families above the proverty line have completed high school—63 percent.

In sum, this analysis has focused primarily on women who maintain families alone, and are the sole source of support for minor children. The barriers to their participating in the world of work at levels that will remove them from among the poor and keep them off the welfare rolls include: One, their family situations, with the involvement of minor children requiring care; two, their lack of even a high school diploma in more than half the cases; three, their inability to find and keep other than the lowest paying, most typically female-dominated jobs; and, four, the lack of other support necessary to maintain full-time employment. These are obviously strong women, who have undertaken heavy burdens against difficult odds. Many have demonstrated their willingness to move out of dependency into the world of work, even if only intermittently on a less than full-time basis.

There are other women also at home who are potential workers. Of the 43.6 million women not in the labor force, 56 percent were married and living with their husbands. Their median age has been rising steadily over the past several years and is now just above 50 years old.

The vast majority of wives in the home may not be candidates for public assitance or seeking help with entering the labor force, unless or until a catastrophe occurs. Because such shocks do happen, such as the death or disablement of the husband, a divorce or abandonment, which are all usually followed by severe reductions in income, some of these women are certainly potentially displaced homemakers who will need assistance to reenter and adjust to the labor market.

More than a fourth of the women not in the labor force have been married and are either divorced, separated, or widowed. The median age of separated women is 41.5 years, and that of divorced women is 51.6 years. Obviously, these women have on the average more than a decade in which they can be gainfully employed before attaining the minimum ages normally required to receive social security or other retirement benefits.

Mr. Chairman, we have described the problems. Today we are exploring what steps can be taken as remedies. The most important single factor affecting women's employment opportunity will be the state of the economy as a whole. It has been the philosophy of this administration to promote a healthy, growing economy. Support for this philosophy is important in our efforts to increase employment opportunities for women.

Discrimination is a factor which affects the employment opportunities available to women. In those instances where discrimination

denies equal employment opportunity to women or to any other group protected by the law, strong enforcement of the laws against such discrimination is essential. I refer to the Equal Pay Act of 1963 which requires equal pay for substantially equal work, and whose enactment was a result of the Women's Bureau initiative over a period of years; title 7 of the Civil Rights Act of 1964, as amended; title 9 of the Education Amendments of 1972, as amended; and other powerful weapons against discrimination already written into the statutes.

Recognizing that a growing, healthy economy and strong enforcement of antidiscrimination laws is essential, we come now to the importance of training programs, especially for the two groups of women we have mentioned, women on welfare and long-term homemakers who seek paid employment. As you know, the administration's major employment and training program is provided for in JTPA, the Job Training Partnership Act. In cooperation with your committee, JTPA was developed to provide low-income and low-skilled persons with job training to assist them to move into permanent, unsubsidized, well-paying jobs.

Since the program particularly targets adult recipients of aid to families with dependent children, or AFDC, it is expected that a high percentage of JTPA trainees will be women, many of them single mothers. However, if State job training coordinating councils and local private industry councils or PIC's are to design programs that effectively service women as well as men, women across the land need to know just how the JTPA delivery system works.

From the moment of enactment, the Women's Bureau anticipated requests for technical assistance from women's groups, and we saw the transition period between CETA and JTPA as a crucial time for women to be active, to become policymakers, or to seek allies among men and women PIC members to sensitize them to opportunities to service women under the act. Of primarily concern is the opportunity not only that women be trained but that, in keeping with the language of the act, they have the opportunity to be trained for upward mobility and new careers and to overcome sex-stereotyped occupational barriers.

In my full testimony I have described a number of ways in which the Women's Bureau, working in cooperation with the Employment and Training Bureau staff, has alerted leadership women, key resource agency staff, and others to the opportunities which may be available to women as a result of JTPA. Further, one of the Bureau's efforts to build the capacity of women for self-sufficiency has been its small but very effective program of demonstration projects.

It is abundantly clear that women, even low-income women, are by no means a monolithic group. They find themselves in very different situations, often facing different specialized problems. Through very modestly funded activities the Bureau has demonstrated creative approaches to the issues involved in assisting various disadvantaged target groups of women to find jobs. These demonstration projects, however, are not a service delivery system in themselves. They serve to test the new concepts and develop models which local communities may later use or adapt.

In my statement for the record we have highlighted several of the Women's Bureau's programs which are addressing the needs of poverty-stricken women, and at the moment I will describe just two of those programs. The first is a project to encourage employers in the private sector to sponsor child care.

For low-income women, child care is a major concern. The upward mobility and earning potential of such women can readily be disrupted by the problems of inadequate child care. Their ability to function successfully in their multiple roles of homemaking, child rearing, and contributing to the economic stability of the family requires at least establishing an alternative to the full-time care and supervision of their children.

During fiscal year 1983, the Bureau embarked on an initiative to encourage employer-sponsored child care at the national and regional office levels. Of particular relevance to women in poverty, the Bureau joined with the Rockefeller Foundation in a program to provide job training and placement for disadvantaged heads of households by funding four community-based organizations to demonstrate effective techniques for providing employer-sponsored child care services to this client group. In addition, each of the organizations were to, one, address the special labor market barriers confronting single heads of households; two, increase the awareness of the business community to the effects of employment on parenting responsibilities; and, three, address both the employment and child care needs of the female-headed family.

The second project I will mention is significant in its potential to help young women escape a future of poverty. One of five school-to-work transition projects demonstrated by the Women's Bureau is the women in nontraditional careers program, better known as WINC. The WINC concept is based on the premise that women must, if they are to escape poverty and achieve economic equality and security, prepare for and enter occupations which pay adequate incomes.

An emphasis is placed on nontraditional careers because most of the better paying jobs are held by males and are, therefore, nontraditional for women. More specifically, if 75 percent or more of the positions in a given job category are held by males, these jobs are considered nontraditional for women.

The focus of the school-to-work transition projects is to demonstrate two basic Women's Bureau objectives. One is to encourage young women to think seriously about the fact that they will be spending a significant portion of their lives in the labor force. Young women need to know what kinds of job training and education are needed for different jobs, and what the payoffs will be in the future in terms of having a job that they like and that offers good earnings and benefits. Second is the promotion of cooperative relationships among those local entities that impact on the preparation of young women for meaningful employment.

The WINC model incorporates three key elements of a transition model: One, training of school staff to become aware of the need for nontraditional career planning and how occupational choice may affect lifetime earnings and potential; two, classroom instruction to provide students with occupational and labor market information; and, three, nontraditional job exploration in the community.

The organization that developed and demonstrated the WINC model is located in Portland, Oreg. Under contract with the Women's Bureau, it provided a curriculum that has been well received by educators in various parts of the country.

To date, workshops have been conducted in Atlanta, Chicago, Dallas, and Scottsdale, Ariz. Nearly 100 representatives of school districts and State boards of education have participated. In addition, special workshops for American Indian educators from 17 States and for Job Corps staff of the New York region have been held, and have generated plans for implementation of the program.

Mr. Chairman, we have presented none of these small-scale experiments as a panacea. Many break new ground in addressing very difficult problems, but we are still in the process of evaluating the diverse approaches to determine which have best potential for replication. We will be pleased to provide more information at a later date.

We also do not view these projects as a substitute for sustained efforts at building a strong economy nor for freeing the workplace of discrimination. Nevertheless, we believe that such innovations and also such creative programs are those you will hear about from organizations on the panels that will follow this morning—we believe these programs are vitally needed. They provide new information and insight and may, indeed, provide a basis for broader scale future planning and policymaking.

This concludes my remarks. I appreciate the opportunity to appear before your committee and would be most pleased to respond to any questions you may have.

[The prepared statement of Dr. Alexander follows:]

STATEMENT OF
DR. LENORA COLE ALEXANDER
DIRECTOR OF THE WOMEN'S BUREAU
U.S. DEPARTMENT OF LABOR
BEFORE THE
COMMITTEE ON LABOR AND HUMAN RESOURCES
OF THE
UNITED STATES SENATE

November 8, 1983

Mr. Chairman and Members of the Committee:

I am happy to meet with the Committee this morning to explore with you the important problem of women in transition, especially low income women. Our primary focus today will be on those women who could, with adequate employment and training opportunity, move out of poverty into productive employment.

The Women's Bureau was established by Congress 63 years ago, in 1920, only a few years after the Department of Labor itself was established in 1913. The Bureau's legislative mandate is "to formulate standards and policies which shall promote the welfare of wage-earning women, improve their working conditions, increase their efficiency, and advance their opportunities for profitable employment." This mandate is almost a direct echo of the stated purpose of the Department of Labor"... to foster, promote, and develop the welfare of wage earners of the United States, to improve their working conditions and advance their opportunities for profitable employment."

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In our examination this morning, we will look particularly at two groups of women whose ages and needs tend to be quite different in regard to moving from poverty to productive work. I speak of women on welfare, the greatest numbers of whom are young and mothers of young children. I also speak of homemakers, those women who have invested a major portion of their time in home-making for some years and now need or want to seek "profitable employment."

Not all women are in poverty. More than half of all women, some 48 million, were in the labor force in March, 1983. Of those who were fully employed in 1982, earnings were just over $13,000. Similarly employed men earned over $21,000. That is to say, half of all women who worked full-time, year-round, earned slightly less than 62% of what similarly fully employed men earned, and half earned more. Actually, however, this 62% figure represents an improvement in the earnings differential from the 59% to 60% reported annually

since the mid-70's. The most recent gap in earnings of women relative to men's actually declined in both real and constant dollars.

Women are, however, the majority of those who are poor. According to the Current Population Survey most recently released by the Bureau of the Census, for March 1983, almost three out of five persons in poverty were female, 56.9 percent of the total of 35 million poor people. Some poor women work outside the home but most do not earn enough income to rise above the poverty threshold and remain above it. Women and their families were the overwhelming majority of persons seeking public assistance. What will it take to move them from home and welfare to work that sustains them and their families at adequate levels so that they do not need public assistance? What are the characteristics of women who are impoverished?

Family circumstances, in which poor women maintain families and households without the presence of husbands, are major contributors to their poverty. For we know that the number of earners in a family and a male earner make a difference in their economic status. According to Bureau of Labor Statistics data, among women-headed families, mean family incomes are low, and decline further if there are no earners other than the woman maintaining the family, or if there are no earners at all. In husband-wife families where more than

half of all wives are in the labor force, the average family income was about $30,000 in 1982. In those maintained by a woman, the average income was $14,400, but declined to $11,300 if there were children. If there were no earners, mean annual income was about $6,600. If the woman householder was the only earner, the average income was around $12,700.

Over 46 percent of all poor families are those maintained by women. Only 7.6 percent of husband-wife families are poor but nearly 40 percent of all families maintained by women are poor. Almost 62 percent of these families contain minor children and, when there are children, 80 percent of such families are in poverty. The average poor family maintained by a woman has 2.19 children. In the 3.8 million husband-wife families in poverty, over 60 percent had children.

The March 1983 Survey data show that only 6.5 percent of poverty stricken women householders were able to work full-time year round. Few, therefore, had the opportunity to earn a complete annual salary. Less than a quarter, only 22 percent, of all poor women householders worked at all in the preceding 12 months. Perhaps the rarity of their employment outside the home may explain somewhat the differences between the occupational profiles of women who maintain families alone in comparison with those of male householders. Similar to the skewed profile of women in general, of which you have

heard much, no doubt, women family householders are heavily concentrated in technical, sales and administrative support occupations, mainly in support and clerical jobs. In fact, more than two out of five women who maintain families are employed in such occupations, and they are 4 to 6 times more likely than male family heads to be employed in these relatively low paying jobs. It is their greatest single source of work.

Almost another quarter are employed in service occupations, mainly in other than household and protective service jobs. They are 3 to 4 times more likely than men householders to be employed in service work. Many of these jobs pay the minimum wage ($3.35 per hour) which, if earned in full-time, year round employment would pay less than the $7,693 poverty threshold for a family of three.

Median annual earnings of women employed year-round full time in service occupations was $8,852 in 1982 and, when looked at by marital status of women workers, was only above the 1982 poverty threshold for a family of four ($9,862) among those who were divorced. The median annual earnings for women employed in administrative support and clerical jobs was $12,858. Again, divorced women's earnings for this work were higher at $13,900. Referring to the fact that less than 10 percent of poor women who maintain families alone were able to work full-time, year round, and two-thirds of those who did work

31-631 O—84——2

were employed in these two relatively low paying occupational groups, we begin to understand the scope of the problem of moving from welfare and depencency to paid work that will provide sustained support for families above the poverty level, especially if the women must, in most cases, work on less than a full-time basis because of family responsibilities.

A major route upward and out of the lowest paid work is through education. Median annual earnings of women increases substantially the higher the educational attainment and no matter what the marital circumstances of the worker. With the exception of divorced women, however, in 1982, women who had not obtained a high school diploma averaged less than $10,000 for year-round full time work. According to the Survey, only 48 percent of women householders in poverty were high school graduates in March 1983. A much higher proportion of women who maintain families above the poverty line have completed high school (63 percent).

In sum, this analysis has focused primarily on women who maintain families alone, and are the sole source of support for minor children. The barriers to their participating in the world of work at levels that will remove them from among the poor and keep them off the welfare rolls include: 1) their family situations, with the involvement of minor children requiring care; 2) their lack of even a high school diploma

in more than half the cases; 3) their inability to find and keep other than the lowest paying, most typically female-dominated jobs; and, 4) the lack of other support necessary to maintain full-time employment. These are obviously strong women, who have undertaken heavy burdens against difficult odds. Many have demonstrated their willingness to move out of dependency into the world of work, even if only intermittently and on less than a full-time basis.

There are other women also at home who are potential workers. Of the 43.6 million women not in the labor force, 56 percent were married and living with their husbands. Their median age has been rising steadily over the past several years and is now at just over 50 years old. The vast majority of wives in the home may not be candidates for public assistance or seeking help with entering the labor force unless or until a catastrophe occurs. Because such shocks do happen, such as the death or disablement of the husband, a divorce, or abandonment, which are all usually followed by a severe reduction in income; some of these women are potential "displaced homemakers" who will need assistance to reenter and adjust to the labor market.

More than a fourth of women not in the labor force have been married and are either divorced, separated or widowed. The median ages of separated women is 41.5 years and that

of divorced women is 51.6 years. Obviously, these women have on the average more than a decade in which they can be gainfully employed before attaining the minimum ages normally required to receive Social Security or other retirement benefits.

As you recognize, Mr. Chairman, the picture portrayed by these recent data is not new. For years, long-standing problems and issues confronting women workers reflect that:

- Women workers, particularly women living below the poverty line are clustered in a relatively few occupations. They are primarily clerical, service, and sales occupations with little opportunity for upward mobility.
- Some women lack job opportunity because of limited educational opportunity. The educational attainment of impoverished women is even more limited than among all women. But at all levels of education, women earn substantially less than men with the same education.
- The dual responsibilities of many women who are both earners and homemakers, limit, at least for some years, their opportunities to become engaged in full-time employment. Moreover, if adequate child care services are not available, especially for the woman who is a single head of her household, the situation becomes more compounded.

Mr. Chairman, we have described the problems. Today we are exploring what steps can be taken as remedies.

The most important single factor affecting women's employment opportunity will be the state of the economy as a whole, and it has been the philosophy of this Administration to promote a healthy, growing economy. Support for this philosophy is important in our efforts to increase employment opportunities for women.

Discrimination is a factor which affects the employment opportunities available to women. In those instances where discrimination denies equal employment opportunity to women--or to any other group protected by the law--strong enforcement of the laws against such discrimination is essential. I refer to the powerful weapons against discrimination already written into the statutes. The Equal Pay Act of 1963, which requires equal pay for substantially equal work, and whose enactment was the result of the Women's Bureau initiative over a period of years; Title VII of the Civil Rights Act of 1964 as amended, which prohibits discrimination on the basis of race, religion, color, sex or national origin in hiring, job classification, promotion, compensation, fringe benefits, termination or other conditions of employment; Title IX of the Education Amendments of 1972 as amended, which prohibits sex discrimination in programs receiving Federal financial assistance; the Small Business Act of 1973 which prohibits the Small Business Administration from practicing sex discrimination against any person

or small business concern and the Equal Credit Opportunity Act of 1974 and E.O. 11246.

Recognizing that a growing healthy economy and strong enforcement of anti-discrimination laws are essential, we come now to the importance of employment and training programs, especially for the two groups of women we have mentioned, women on welfare, and long-term homemakers who seek paid employment.

As you know, the Administration's major employment and training program is provided for in JTPA, the Job Training Partnership Act. In cooperation with your Committee, JTPA was developed to provide low income and low-skilled persons with job training and related assistance. Job training may include activities such as on-the-job-training, institutional and classroom training, remedial education and basic skills training, and job search assistance and counseling to assist them to move into permanent, unsubsidized, good-paying jobs. Since the program particularly targets adult recipients of Aid to Families with Dependent Children (AFDC), it is expected that a high percentage of JTPA trainees will be women, many of them single mothers.

However, if State Job Training Coordinating Councils and local Private Industry Councils (PIC's) are to design programs that effectively serve women, as well as men, women

across the land need to know just how the JTPA delivery system works. From the moment of enactment, the Women's Bureau anticipated requests for technical assistance from women's groups and saw the transition period between CETA and JTPA as a crucial time for women to be active, to become policy makers or to seek allies among men and women PIC members to sensitize them to opportunities to serve women under the Act. Of primary concern is the opportunity not only that women be trained, but that, in keeping with the language of the Act, they have the opportunity to be trained for upward mobility and new careers, and to overcome sex stereotyped occupational barriers.

Thus, earlier this year, working cooperatively with responsible Employment and Training Administration staff, the Women's Bureau took the lead in preparing and distributing materials highlighting in non-technical language, those provisions of JTPA which have special significance for women. The publication, "Summary and Analysis of the Job Training and Partnership Act of 1982 with Selected Provisions of Interest to Individuals and Groups Concerned about Employment and Training Opportunities for Women" has had widespread dissemination and use with more than 30,000 request for copies.

This information has also been transmitted through briefings and workshops initiated by the Women's Bureau regional offices with a regional team involving appropriate federal,

state, local and private-sector participants. We hope to conduct one such workshop in each state during this fiscal year to alert leadership women, key resource agency staff and others to the opportunities which may be available to women as a result of JTPA.

In addition to the briefings and workshops on the JTPA system, the Bureau will focus on those portions of JTPA related to the specified target groups. Despite the reduced Federal role in JTPA, provisions for the federally administered programs, including multi-state and research and demonstration programs, will afford the Bureau an opportunity to continue to serve its consistuency with technical assistance and to test new concepts to train low income women for nontraditional and new technology jobs which pay well and which will serve to lift them out of poverty.

The Women's Bureau does not have a major role in administering training programs. The major role is indeed carried by State Governors and Private Industry Councils in local Service Delivery Areas in cooperation with local elected officials, and in the Department, by the Employment and Training Administration.

Nevertheless, one of the Bureau's efforts to build the capacity of women for self-sufficiency has been its small but effective program of demonstration projects. It is abun-

dantly clear that women, even low-income women, and those of a similar age group, are by no means a monolitic group. They find themselves in very different situations, often facing different, specialized problems. Through very modestly funded activities, the Bureau has demonstrated creative approaches to the issues involved in assisting various disadvantaged target groups of women to find jobs. It has worked to open broader career horizons and new nontraditional job options for low-income women, young and mature women, rural women, minority women, women offenders and other disadvantaged groups. Among the programs recently implemented by the Women's Bureau are projects dealing with school-to-work transition for young women; training and placement for mature women, especially displaced homemakers. These demonstration projects, however, are not a service delivery system in themselves. They serve to test new concepts and develop models which local communities may later choose to use or adapt.

We would now like to highlight a few of the Women's Bureau programs which are addressing the needs of poverty-stricken women.

Tennessee - Tombigbee Waterway Construction Project

The Women's Bureau concern for the low economic status of southern rural women prompted the Bureau to fund, through

its Atlanta regional office, a cooperative project to increase the participation of women in construction work connected with the Tennessee - Tombigbee Waterway. A woman was hired to carry out special outreach to women and to coordinate with unions, contractors and government and community based organizations to develop targeted recruitment, training and placement efforts.

As a direct result of this outreach, female employment participation did increase. At the peak of construction, the Federal goals for women in construction were met. Successful retention methods were adopted by directly working with the unions and the non-union contractors to increase the numbers and retention rates of women. Several training programs were initiated and efforts were put forth to recruit, train and place women in these nontraditional jobs along the Tennessee-Tombigbee Waterway. The construction of the Tenn-Tom Waterway afforded rural women for the first time, an opportunity to enter the nontraditional construction workforce in a very positive manner.

Through the specialized training efforts, women became more enthusiastic and determined to excel in their skill or craft area in order to get the job and change their economic status. Even though the jobs were unattractive and unfamiliar, and the hours long, the pay was good and the supportive services necessary for employment were provided.

Primary Supportive Services were transportation and child care. The coordinator worked successfully with three child care centers to develop the much needed service so necessary to women in construction whose work often requires long hours of commuting.

An experimental transportation program, set up along the Tenn-Tom Waterway in an attempt to reduce worker absenteeism and tardiness overall, also proved to be a successful project. The program was expanded to include rides for women. This was a positive approach to solving the problem of the rural construction worker by removing a barrier for the disadvantaged. It was a support system for women because van pools permitted significant savings and provided an opportunity for women who could not afford to live away from home during the week. This transportation service, provided in partnership with the Teamsters Union, Tenn-Tom Contractors, TVA, the Corps of Engineers and the local PIC, was carried out with minimal Federal intervention. A supportive network among the women was also created which developed "big sister" relationships that helped the women cope with work related problems.

Women In Nontraditional Careers - WINC

One of five school-to-work projects demonstrated by the Women's Bureau is the Women in Nontraditional Careers program

(WINC). The WINC concept is based on the premise that women must, if they are to escape poverty and achieve economic equality and security, prepare for and enter occupations which pay adequate incomes. An emphasis is placed on nontraditional careers because most of the better paying jobs are held by males and are, therefore, nontraditional for women. More specifically, if 75% or more of the positions in a given job category are held by males, those jobs are considered nontraditional.

The focus of the school-to-work transition projects is to demonstrate two basic Women's Bureau objectives. One is to encourage young women to think seriously about the fact that they will be spending a significant part of their lives in the labor force. Young women need to know what kinds of training and education are needed for different jobs and what the pay-offs will be in the future in terms of having a job that they like and that offers good earnings and benefits. Second, is the promotion of cooperative relationships among those entities that impact on the preparation of young women for meaningful employment.

The WINC model incorporates three key elements of a transition model:

1. Training of school staff to become aware of the need for nontraditional career planning and how

occupational choice may affect lifetime earnings potential;

2. Classroom instruction to provide students with occupational and labor market information; and
3. Nontraditional job exploration in the community.

The organization that developed and demonstrated the WINC program in Portland, Oregon under contract with the Women's Bureau provided a curriculum that has been well received by educators in various parts of the country. The workshops used to implement the WINC model encourage school systems to institutionalize the concept of nontraditional careers in their regular, ongoing activities so that young women will have early exposure to the kind of career planning that will help them to escape welfare and poverty.

To date workshops have been conducted in Atlanta, Chicago, Dallas and Scottsdale (Arizona), and nearly one hundred representatives of school districts and state boards of education participated. In addition, special workshops for American Indian educators from seventeen states and for Job Corps staff of the New York region have been held. In each workshop the WINC concept and curriculum received enthusiastic endorsement and generated plans for implementation of the program by many of the representatives.

Employer-Sponsored Child Care

As more mothers of preschool children in this country enter the labor market, the need for child care is increasing. At present, half of all children between the ages of 3 and 5 have mothers in the workforce. By 1990, projections show two-thirds of the mothers of children under 6 years of age will be working and three-fourths of two-parent families will have both parents at work.

The need of working parents for affordable, reliable quality childcare is a growing societal as well as a workplace concern. At the same time, the demand for workers in this field greatly exceeds the supply of qualified personnel. There is also a growing awareness of the needs for before and after school care, an area that is waiting for creative solutions at the community level.

For low-income women, child care is a major concern. The upward mobility, and earning potential of such women can readily be disrupted by the problems of inadequate child care. Their ability to function successfully in their multiple roles of homemaking, child rearing and contributing to the economic stability of the family requires, at the least, establishing an alternative to the full-time care and supervision of their children.

During Fiscal Year 1982, the Bureau embarked on an initiative to encourage employer-sponsored child care at the national and regional office levels. Of particular relevance to women in poverty, the Bureau joined with the Rockefeller Foundation in a program to provide job training and placement for disadvantaged single heads of households by funding four community based organizations to demonstrate effective techniques for providing employer-sponsored child care services to this client group. In addition, each of the organizations were to: (1) address the special labor market barriers confronting single heads of households; (2) increase the awareness of the business community to the effects of employment on parenting responsibilities; and (3) address both the employment and child care needs of the female headed family.

Project IDEA: Individual Development and Entrepreneurial Activities

Some of the most impoverished women in the United States are living in rural Mississippi. In an effort to address the needs of this target group, the Women's Bureau funded Coahoma Junior College, in Clarksdale, Mississippi, to provide vocational-technical training and job placement assistance to minority women who maintain families. The project has assisted about 50 Mississippi Delta women, who are 35 years

of age or over, to enter occupations traditionally occupied by men.

The project is an example of a partnership effort between the Federal government and educational institutions to prepare economically disadvantaged persons to enter the job market. It is providing an effective program for serving the needs of rural women who are low income, who lack marketable employment skills, and who have a high rate of illiteracy and may be displaced farm workers. The women are gaining basic skills training in such areas as construction masonry, welding, carpentry, entrepreneurial skills, law enforcement, and paramedic technology.

Through non-federal funds and as a supportive service for the women, child care and bus transportation were provided during the day and evening enabling the women to attend training.

Among the 50 participants, one-third are continuing their training and schooling; approximately one-third were placed in summer jobs and one-third were placed in regular jobs.

WB National Job Fair/Talent Bank Initiative

During FY 1983 the Women's Bureau, through each of the regional offices, funded job fairs and the establishment of talent banks. The objective of this national initiative was to assist women, many of whom were low income, in securing

private sector employment by (1) making them aware of the range of potential job opportunities available in the local labor market; and (2) providing a mechanism for them to identify and compete for specific job openings through a talent bank. Moreover, participants were assisted in preparing job resumes' and were counseled on how to respond in interview situations.

High Technology Training for Single Heads of Households

The High Technology Training for Single Heads of Households Project operated by the Washington Community College District 17, demonstrated the use of community colleges as training resource to provide short-term job-ready skills for the high technology industry. Thirty women were trained in five occupational areas-- word processing, bookkeeping, ward secretary, microprocessing, and electronics assembly. Three of the five occupations are considered high technology fields. The participants were mainstreamed into existing community college programs, following special curricula adopted from regular college course offerings. The Community College did the recruitment, orientation, support skills training, counseling, and job development services.

Participants were single heads of households with one to three dependents. The majority were receiving public assistance, unemployment benefits, or social security. All were

31-631 O—84——3

low income. Each had either a high school diploma or a GED certificate. Over half were between 25 and 35 years of age. Previous work experience was primarily in minimum wage jobs.

After recruitment and intake, screening, and a comprehensive orientation program, the participants were advanced into regular community college programs, with faculty advisors providing academic guidance, and project staff conducting support group activities and offering ongoing counseling services. Three weeks of support skills workshops, consisting of life skills, self-esteem/assertiveness, and job seeking skills training designed to enhance employability and retention in jobs.

The project effectively demonstrated the feasibility of short-term (6 months) community college training as a means of increasing the employability of low income, female heads of households. While participants in these condensed programs did not complete all of the requirements necessary for community college certificate programs, the training did increase employability. A few problems associated with heavy course loads, which were resolved through intervention by instructors and participant counseling. Overall, the mainstreaming approach worked very well and is replicable.

Small Business Initiative of the Women's Bureau

The Women's Bureau has long been interested in entrepreneurial opportunities as a means for helping women move from the home to the workforce. In this line, we have been and will continue to work with the Office of Women Business Ownership in the Small Business Administration to encourage and facilitate business ownership as a viable career option for women.

Two specific projects which were funded by the Women's Bureau to assert women become entrepreneurs are:

Start on Success (SOS) Program

The Door Opener Organization in Mason City, Iowa trained low-income displaced homemakers and mature women in organization and management skills necessary for operating their own businesses. Creation of new businesses and eventual employment opportunities for other women were related goals. This project reached almost 100 women.

Displaced Homemakers Programs

Under contract with the Bureau, the Displaced Homemakers Network, Inc. developed a "how-to" manual on funding alternatives for displaced homemaker program that focused on entrepreneurial options, such as home health care businesses. The contents of this basic "how-to" guide includes among other features: (1) the identification of the types of businesses

likely to succeed in a given community; (2) the preparation of business plans; (3) the financing of new businesses with particular reference to resources available to non-profit groups; and (4) the development of cash-flow projections for new businesses which will employ displaced homemakers. The manual is only one of many kinds of technical assistance the network has provided to homemakers who need help in making the transition to paid employment.

Mr. Chairman, we have presented none of these small-scale experiments as a panacea. Many break new ground in addressing very difficult problems, but we are still in the process of evaluating the diverse approaches to determine which have the best potential for replication. We will be pleased to provide more information at a later date. We also do not view these projects as a subsitute for sustained efforts at building a strong economy nor for freeing the workplace of discrimination. Nevertheless, we believe that such innovations, and also such creative programs as those you will hear about from organizations on the panel that will follow this morning, are vitally needed. They provide new information and insight and may indeed provide a basis for broader scale future planning and policy making.

This concludes my remarks. I appreciate the opportunity to appear before this Committee and would be pleased to respond to any questions you may have.

The CHAIRMAN. Well, thank you. We appreciate the excellent testimony. Of course, we will put that complete testimony in the record as though fully delivered.

How do you identify displaced homemakers? How many of them are there in the United States, and what definition do we use to make that determination?

Dr. ALEXANDER. "Displaced homemakers" is a descriptive term which is applied to women who have not worked in the labor force for a substantial number of years, but for those years they have provided services, unpaid, in the home for their family members. They have been dependent upon the income of their husbands, their spouses, or some family member, or they have been dependent upon public assistance or they have been receiving such assistance on account of dependent children in the home. They are unemployed. They are experiencing difficulty in obtaining or upgrading employment.

These women have basically lost their husbands through divorce, abandonment, or widowhood, and now find themselves confronted with the world of work. It is very difficult for us to determine exactly how many women there are in this category, but according to the latest data that we have, in 1976 there were over 4 million women in this category.

The CHAIRMAN. How does the Women's Bureau coordinate its activities with other Department of Labor functions and with other Federal agencies as well? Do you ever, for instance, undertake joint projects to resolve these difficulties?

Dr. ALEXANDER. Yes; we do. We have a very strong secretarial order which has been issued by the Secretary of Labor directing that all departments within the Department coordinate with us on any activities involving women in the labor force. All legislation must be reviewed by the Department of Labor for its impact on women in the labor force. We work very closely with all departments, especially the Employment and Training Administration.

Additionally, we meet periodically with other agencies within the Federal Government and coordinate some of our activities involving women. In the past and presently we have worked on interagency agreements with other agencies within the Department.

The CHAIRMAN. I see. Does the Employment Service have the ability, as well as the mandate, to make appropriate evaluations and referrals to self-help programs for displaced homemakers?

Dr. ALEXANDER. We would have to get that answer for you and provide a response.

The CHAIRMAN. Now in 1980 a GAO report found that the Employment Service generally referred women into traditional female occupations, and they also found that these traditional female occupations generally pay lower wages, which also makes it more difficult for individual women to support their families. Has this situation changed as of the eighties?

Dr. ALEXANDER. We cannot respond directly for you insofar as the Employment Service is concerned. We would be very pleased to provide some information for you in writing. However, I would like to apprise you of some of the activities that the Women's Bureau has been involved in.

Last year we held workshops in more than 40 communities around the country to introduce the notion of apprenticeship for women. We pulled together representatives from unions, community-based organizations, educators, concerned women, and held apprenticeship workshops to acquaint these people with the advantages of moving these women into apprenticeship-type occupations where the pay is good, the women are capable of doing the work, and hopefully being able to introduce more women into careers that would lead them out of the dead end, low-paying female occupations that women have actively been involved in.

Additionally, as I described in my testimony we have created a curriculum for women in nontraditional careers. Already we have demonstrated this curriculum in several regions around the country. It has been very successful. We will continue this effort throughout fiscal year 1984. This curriculum was developed for us by a laboratory in Portland, Oreg. and it introduces the notion to young women that they are indeed capable of moving into some of the nontraditional occupations which pay well, which give them self-satisfaction in their own career development, and lead them out of some of the dead end, low-paying jobs that women have traditionally been relegated to. We are working very actively in this area, Mr. Chairman.

The CHAIRMAN. Thank you.

Would you speculate on the reasons more States are not participating in the WIN demonstration programs, which provide States with greater flexibility with regard to program design?

Dr. ALEXANDER. Again, we would have to get some written comments for you in response to that question.

The CHAIRMAN. If you could do that, I think it would be helpful.

Now, State participation in the AFDC-UP program, which permits States to experiment with elimination of the AFDC eligibility requirement that the father be out of the home, has also been declining. Do you have any reason for this? Can you give us any reasons why you think this is so?

Dr. ALEXANDER. We will get some information for you, again.

The CHAIRMAN. All right. Do you know the proportion of WIN funds that supplement AFDC support payments as opposed to funds expended on training or education for the recipient?

Dr. ALEXANDER. We will get that information for you.

The CHAIRMAN. OK. A 1982 GAO report states that approximately 40 percent of all AFDC recipients are required to register for WIN, but some do not participate due to limited funds. What percentage do not participate, even though they are required to register?

Dr. ALEXANDER. Again, we will get that information for you in writing.

The CHAIRMAN. All right. We would like to build this record, if we would like all this information.

Dr. ALEXANDER. Yes.

The CHAIRMAN. Has the Women's Bureau considered specific actions to help women avoid poverty in the first instance?

Dr. ALEXANDER. Through our work in our WINC program, we think that we will be able to help young women move in to more satisfying careers that will provide them with an excellent career

base so that they will be able to remain in the work force for long periods of time. Also, our work in apprenticeship should help to avoid some of the poverty that women are confronted with very early in life.

The CHAIRMAN. What kind of subsidized dependent care is available for single heads of households involved in training programs, and what kind of unsubsidized care is available for women who have returned to the labor force?

Dr. ALEXANDER. Well, we are working very closely under the Job Training Partnership Act and, as you know through all the work that your committee did on the development of this act, that program is designed to service two target groups, one being recipients of AFDC, 79 percent of which are women, and also youth, 53 percent of which are women.

We are working very carefully and very closely with our State coordinating agencies to help to familiarize these groups with the work, the terms of the law, the fact that the target groups to be serviced are women. We also want to be able to use some of our demonstration projects to assist these State coordinating agencies and private industry councils in developing programs that will be appropriate to women, to help remove them from some of the economic barriers they are encountering.

The CHAIRMAN. OK. Has the Women's Bureau explored alternative work arrangements, such as flextime or jobsharing, to accommodate AFDC recipients with small children as an incentive for their seeking work?

Dr. ALEXANDER. Yes; very much so. We are strong proponents of the alternative work patterns for women.

The CHAIRMAN. OK. What has the administration of the Women's Bureau specifically done to encourage private sector initiatives?

Dr. ALEXANDER. We are working on several fronts. One, as I described in my testimony, one of our major efforts is employer-sponsored child care. We are working with the Rockefeller Foundation to demonstrate how child care can be sponsored for women who are involved in job training programs.

We are also working with corporations around the country to acquaint them with the tax benefits that will accrue to them when they sponsor employer-sponsored child care centers, the benefits, the benefits that accrue to their working women when these centers are so established. We are working very closely with the Office of Private Sector Initiatives and the White House to promote meetings with chief executive officers to encourage them to sponsor child care activities.

We are also working with some of the major corporations in encouraging them to hire women and offer and encourage upward mobility, the opportunties for women who become involved in corporations, and move women into better paying jobs.

The CHAIRMAN. That's great. To what extent does substance abuse prevent women who are in transition from participating successfully in training programs, obtaining or reobtaining employment?

Dr. ALEXANDER. We have no facts on that, Mr. Chairman. However, we would be very happy to see if some of the other agencies

in the Federal Government do have that information and provide you with such information.

The CHAIRMAN. Thank you. Dr. Alexander, has the Women's Bureau been following the congressional action on high technology?

Dr. ALEXANDER. Very closely; yes.

The CHAIRMAN. What should this committee consider to insure that young girls and women are trained equitably for high-tech jobs with a future? What problems do you foresee for women in the transition to a more technologically oriented workplace?

Dr. ALEXANDER. We know that one out of three displaced workers or dislocated workers is going to be a women. We also know that this issue has not been highlighted a great deal. Our Women's Bureau has contracted with the National Academy of Sciences to look at this problem. What is the state of the art? What do we know? What is occurring? We are doing research to try to determine which public policy matters need to be considered in the future.

We have also contracted to have some research done on the dislocated worker. Who are they? What are their needs? What needs to be done? What public policy positions need to be taken in order to help some of these women, because we know that it is high technology which is causing many workers to be dislocated and that the transitions are occurring in the service sector, the area in which large numbers of women are employed.

Additionally, some of our demonstration projects have addressed moving women into high technology areas and teaching them, working with them, giving them job training in that area. We have worked with a community college in the State of Washington to provide high technology training with low-income women. We have also done similar work in South Carolina through some of our small demonstration projects.

We are very actively working in this area. We are following the work which is being done by Congress. We want to work very closely with our schools and the educational institutions to insure that women will receive training in the sciences and some of the high technology areas so that they will be adequately prepared to move into some of the new jobs that are going to be created in the future.

The CHAIRMAN. Thank you.

We will turn to Senator Pell at this time.

Senator PELL. Thank you very much, Mr. Chairman.

What percentage of the resources of the Women's Bureau is devoted to displaced homemakers, roughly?

Dr. ALEXANDER. We cannot give you a percentage, but over the last year we put——

Senator PELL. Well, what portion? Is it a quarter?

Dr. ALEXANDER [continuing]. In hard dollars, we put $150,000 in the Displaced Homemakers Network.

Senator PELL. What is your total amount of——

Dr. ALEXANDER. The total amount of our funding for project dollars was $1.2 million.

Senator PELL. What is the proportion of money that goes to the Women's Bureau that goes to help displaced homemakers?

Dr. ALEXANDER. We would have to calculate that for you.

Senator PELL. Well, just do it roughly. If you are the head of the Women's Bureau you must have a feeling for that. Is it half, a quarter?

Dr. ALEXANDER. Well, we would say roughly—no; not that much.

Senator PELL. Is it a tenth?

Dr. ALEXANDER. About 10 percent, roughly. About 10 percent.

Senator PELL. About 10 percent of the resources. Now is that amount increasing or decreasing in the last couple of years, and as projected for the future?

Dr. ALEXANDER. When we begin to figure in staff time and salaries, the needs, the growing number of these women, I am sure that in addition to the project money which is attributed to this area, when you add in staff time that number probably would reflect some increase.

Senator PELL. Surely the staff time is included in the dollars that are involved? In other words, the staff is the same, so is the total emphasis going up, staying static, or going down, proportionately with other activities in the Women's Bureau?

Dr. ALEXANDER. I would say it is increasing, sir.

Senator PELL. You would? I don't quite understand your point here of cranking in staff time. Naturally staff time is cranked in. I am paid whatever it is—$60,000 or $70,000 a year—to be a Senator. That is me. That is what it costs. Maybe it is too much, maybe it is too little, but that is what it costs the taxpayer. I don't understand that you can separate staff time from programs. Is that what you are saying?

Dr. ALEXANDER. We are trying to service, Senator, a very large number of groups around the country. As you know, we have only 79 full-time staff.

Senator PELL. Right.

Dr. ALEXANDER. This staff is divided among the national office as well as 10 regional offices located around the country. Various staff do various jobs. We do multiple jobs there in the Bureau. We work very hard, as a whole, in order to accomplish the work that has to be taken under consideration.

The figure of $150,000 which I have given you is in terms of project dollars which are utilized by the National Displaced Homemakers Network. It would be very difficult for me to say to you that yes, I use one full-time staff only to work with the displaced homemakers, because the work that we do with displaced homemakers is spread out throughout the various units within the Women's Bureau to accomplish the goal of working with them.

Senator PELL. Then you have a contract with the network?

Dr. ALEXANDER. Yes, we do.

Senator PELL. Are you seeking to increase that contract, to diminish that contract, or hold it static?

Dr. ALEXANDER. We are in the process now of working with the Displaced Homemakers to define new program direction, and also to fulfill the wishes of the congressional decision that funding should be afforded to the Displaced Homemakers Network.

Senator PELL. Therefore, are you seeking to increase the funding, hold it, or reduce it?

Dr. ALEXANDER. As directed by Congress, the dollar amount which was requested was $150,000 which would go to the Displaced Homemakers Network in terms of dollars.

Senator PELL. However, this was a congressional initiative, I believe.

Dr. ALEXANDER. Yes.

Senator PELL. It wasn't administration issued. What is your request in the administration—to keep that amount static, to raise it, or to lower it?

Dr. ALEXANDER. We currently have not come up with a dollar amount yet, because we are still working with the displaced homemakers in order to define the type of program that we are going to establish with them. Once that program is defined, then we can calculate the dollar amount request. I would hate to subscribe to a figure and to find ourselves locked into a dollar amount figure, and finding that maybe we would need more dollars or fewer dollars in order to implement a program that would adequately service the needs of the displaced homemakers around the country.

Senator PELL. I am not sure you have answered my question, or I may have missed the answer, but are you pressing for increased resources going into this program, static as it is, or reduced resources?

Dr. ALEXANDER. Well, we certainly aren't looking for fewer funds. We want an adequate program, Senator Pell, which will service the needs of the displaced homemakers. We are not at a point in the planning process now whereby we can apply a dollar amount. I am very open to the needs of displaced homemakers. I am very sympathetic to this population group and I certainly do want to work very, very closely with the Displaced Homemakers Network to come up with the best possible program that we possibly can develop in order to service this population need.

Senator PELL. Well, why was it that Congress had to specify what you would spend in this, rather than you taking the initiative in it?

Dr. ALEXANDER. I didn't hear the rest of that, Senator.

Senator PELL. Why is it that Congress had to specify the amount? It was a congressional directive which you are carrying out. I am curious why it is that Congress had to set forth the money for the network—I think it was $150,000, you said—rather than you taking the initiative and asking for it.

Dr. ALEXANDER. In the Women's Bureau, Senator Pell, we do not have a line item for project funding. We are dependent upon cooperation and funds from the Employment and Training Administration to carry out any projects that we may undertake in the Women's Bureau.

Senator PELL. I realize that, but I just want to get your own opinion. Do you think that the Network funding is about right as it is, should it be increased, or should it be decreased? Just give me a one-word answer if you can.

Dr. ALEXANDER. When the plan is developed I will have an answer for you, and I would like to request the right to provide a response to you in writing as soon as we have developed a plan. We are in the process, as I indicated——

Senator PELL. Surely—you are Director of the Women's Bureau—you must have a view on this, and this is what these hearings are for, an exchange of views.

Dr. ALEXANDER. However, I also need to satisfy the needs of the displaced homemakers as well as the Department, to make a request for funds and to come up with an adequate program which will service this population group. I am very sympathetic to the needs of this group.

Senator PELL. What kind of jobs are you preparing women for?

Dr. ALEXANDER. We are preparing women, through some of our demonstration projects, to move into some of the high technology jobs, as I mentioned earlier; for apprenticeship; for training in some of the nontraditional areas that women have not gone into in the past; for some of the jobs that will utilize some of the new office equipment which is being designed and developed; and through some of the demonstration projects we are demonstrating how such projects can be developed and prepared to move women into the work force or to upgrade women.

Senator PELL. Was your Bureau involved at all in developing the regulations for the Job Training Act?

Dr. ALEXANDER. Yes, we were.

Senator PELL. Well, then, why is there no mention in the regulations of displaced homemakers?

Dr. ALEXANDER. They are one of the support services. They are mentioned in that act.

Senator PELL. In the regulations themselves?

Dr. ALEXANDER. I am not sure about the regulations but I know in the——

Senator PELL. Well, you must be, if you run the Women's Bureau.

Dr. ALEXANDER [continuing]. In the act itself they are mentioned.

Senator PELL. Of course, they are. The act is what is passed by Congress. I am trying to find out what the initiative is. I am not faulting Congress, because there are many things we can fault Congress for, all of us, but in this case what I am trying to is what the Women's Bureau has done, and in that regard why is there no mention of displaced homemakers in the regulations? You have no responsibility for what we pass in Congress, so that is immaterial. It is in the act. Why is it not in the regulations?

Dr. ALEXANDER. Well, the regulations narrow the act, define population groups to be serviced, and they provide rather broad parameters in which we can operate.

Senator PELL. I think, frankly, you have narrowed it down from the congressional intent. We have homemakers, displaced homemakers, in the act and there is no mention of them in the regulations. It would seem to me, again, that there is kind of an undercurrent of lack of enthusiasm for this program, which is what I am trying to bring out here, that exists in the executive branch.

Dr. ALEXANDER. Well, we are very pleased to work with the displaced homemakers.

Senator PELL. Well, why are they not mentioned in the regulations? Please, could you give me the answer?

Dr. ALEXANDER. Well, we would have to consult with the Employment Training Administration in order to get a response for you on that.

Senator PELL. Right. You have no view yourself, as Director of the Women's Bureau?

Dr. ALEXANDER. Well, as I indicated earlier, I think that the displaced homemakers certainly do need to be serviced. They are a large proportion of our population, along with so many other groups of women who need service, and we are more than willing to work with them and we will be working with the displaced homemakers.

Senator PELL. Well, I would suggest to you that it might be good to include a specific reference to them in your regulations.

Dr. ALEXANDER. We will take that under consideration. Thank you.

Senator PELL. That is really all I have. I don't find the witness as specific in her responses as I would like, but I think this is an important hearing and I wish you well, Mr. Chairman. Thank you.

The CHAIRMAN. Well, thank you, Senator Pell.

As you are aware, and I think Senator Pell has brought up an important point, Congress has directed the continued funding of the Displaced Homemakers Network. As I understand it, you have taken some steps to carry this out. It is my understanding that you and your staff are in discussions with the staff of the Displaced Homemakers Network to plan the types of services that the network can provide to the State- and local-funded program providers. Is that correct?

Dr. ALEXANDER. Yes.

The CHAIRMAN. OK, and that is particularly as it works or relates to the Job Training Partnership Act, which you have been calling JTPA.

Dr. ALEXANDER. That is correct.

The CHAIRMAN. Now, as I understand it, as soon as the details are worked out, the network program is going to continue as determined by Congress, and that has been your position on this matter.

Dr. ALEXANDER. Yes, it is.

The CHAIRMAN. Well, I am a strong supporter of that. I know that it is hung up at OMB, and I think OMB has to get going and do something about it, but we in Congress have to do our share too. In other words, we can't just expect you, as an administrator in the bureaucracy, to resolve all these problems when you have other, conflicting difficulties as well.

I want to thank you for being here. I think your testimony has been excellent. Frankly, it has been very helpful to us to understand these whole different sets of issues better on this committee. We really appreciate your taking time to be here.

I hope that with regard to those questions I asked that you feel you have to supply the information, and that you will do that as soon as possible so that we can coordinate and assimilate that information for our purposes as a committee.

Dr. ALEXANDER. Thank you, Senator Hatch, and I want to thank you very much for allowing me the opportunity to appear this morning.

Senator Pell, I want to also thank you for your questions, and I will be happy to fully respond in writing to any questions that you may have that I was unable to provide the responses for this morning.

Senator PELL. Thank you.

[Responses of Dr. Alexander to questions submitted by Senator Hatch and Senator Pell follow:]

U.S. Department of Labor

Office of the Secretary
Women's Bureau
Washington, D.C. 20210

Reply to the Attention of: DLA

FEB 3 1984

Honorable Orrin G. Hatch
Chairman, Committee on
Labor and Human Resources
United States Senate
Washington, D.C. 20510

Dear Mr. Chairman:

This letter provides information you requested at your November hearing on women in transition, questions you later provided to us in writing. In a number of instances the primary sources of data were in other agencies both inside and outside the Department of Labor, and we have sought their help in responding, to the extent that information is available. The Employment and Training Administration has developed information in response to questions two through seven. The responses are as follows:

1. Can the Women's Bureau, along with the Bureau of Labor Statistics, come up with estimates of the number of displaced homemakers more recent than 1976?

Our inquiries inside and outside the Department have revealed no update of the material developed by the Women's Bureau in 1976. We have conferred with the Bureau of Labor Statistics this week. BLS advises us that the development of statistically valid estimates of the total number of displaced homemakers today would be difficult, time-consuming, and costly. At present, resources are not available to undertake a project of such complexity and magnitude.

We are happy to be able to supply 1983 background information at this time on the number of widows and divorced women in the population and in the labor force, the labor force participation rates of each of these categories of women, their unemployment rates and their median ages (see Tables 1 and 2). We also enclose the summary of the earnings gap between men and women from 1955 through 1982 (Table 3). Only some of the women in tables 1 and 2 would fit the technical definition of displaced homemakers provided in my testimony and in the earlier CETA legislation, and a few men would qualify. Nevertheless, we believe the data are relevant and useful to program planners and policymakers concerned about women in transition.

2. Does the Employment Service have the ability as well as the mandate to make appropriate evaluations and referrals to self-help programs for displaced homemakers?

Assessment and referral services of the State Employment Service agencies may be made available to all segments of the population, including displaced homemakers. These services include referrals to self-help programs for displaced homemakers.

In addition, the ES may provide special services to displaced homemakers pursuant to agreements in local service delivery areas (SDA's) under the Job Training Partnership Act (JTPA).

3. A 1980 GAO report found that the Employment Service generally referred women into traditional female occupations, which generally pay lower wages making it more difficult to support a family. Has this 1980 situation changed? Please elaborate on your answer.

There are no hard statistics available in ETA which make a distinction between "traditional female occupations" (before or after the cited 1980 GAO report) and occupations available to all applicants using the Employment Service referral system. However, it should be emphasized that job orders, referrals, and placements available through the Employment Service are sex neutral in accordance with Title VII of the Civil Rights Act.

4. Would you speculate on the reasons more states are not participating in the WIN Demonstration programs which provide states with greater flexibility in program design?

The WIN Demonstration Program purpose as described in the Social Security Act, Title IV, Part C, Section 445 is "to demonstrate a single agency administration of the work-related objectives of this Act..." (1981 Amendments, P.L. 97-35; the "single agency" is the agency administering the Aid for Families with Dependent Children Program).

To date, 20 State agencies have opted to operate a WIN demonstration program, and the remaining 34 agencies have remained with the Regular WIN Program.

We have no data which would provide an objective basis for explaining the nonparticipation by States in the WIN demonstration program.

5. State participation in the AFDC/UP program, which permits states to experiment with elimination of the AFDC eligibility requirement that the father be out of the home, has also been declining. Why do you think this is so?

Since 1980 the number of States participating in the AFDC/UP program has not declined but has increased slightly (1981-22; 1982-23; 1983-24).

6. Do you know the proportion of WIN funds that supplement AFDC income support payments as opposed to funds expended on training or education for the recipient?

A WIN registrant (AFDC applicants and recipients) referred to a specified work training activity such as job search, or to an institutional (vocational/classroom) or work experience training receives an allowance for necessary training-related expenses such as transportation and lunch money; the individual also may receive an incentive payment of $30 monthly. These WIN payments are excluded from earned income calculations in establishing the AFDC payment.

In FY 83, only 4,317 WIN registrants received an incentive payment of $30 per month for an average period of six months. A comparison with the total number of WIN registrants for this period, indicates that less than one percent of WIN funds would be available for basic maintenance items if the WIN registrant chose to use his/her incentive payment in this way (compared to 39 percent for employment search and director placements and 19 percent for work and training).

7. A 1982 GAO Report states that approximately 40 percent of all AFDC recipients are required to register for WIN, but some do not participate due to limited funds. What percentage do not participate even though they are required to register?

All persons required to register for WIN received employment evaluation services. These services include job referral, job search, and training and employment opportunities through a variety of mechanisms under agency agreements for programs such as the Job Training Partnership Act (JTPA), the Community Work Experience Program (CWEP) and Opportunities Industrialization Centers (OIC). The limited WIN funds are used to provide subsidized employment and/or work experience.

An examination of the WIN registrant pool for 1982 shows that 49.6 percent were referred to jobs, 14.4 percent to training and 34.5 percent to job search.

8. To what extent does substance abuse prevent women in transition from participating successfully in training programs, obtaining or retaining employment?

This is not an area on which the Women's Bureau has focused attention in the past. Nor have our recent inquiries uncovered any research done by others which answers your specific question about women in transition.

Nevertheless, you may be interested in knowing of some past and prospective research on substance use which touches on its effect on employment and training of specific age groups of men and women.

In 1981, the New York City Office of Substance Abuse Services, whose primary focus is on substances other than alcohol, did a household survey of a sample of 3,500 New York State residents. The survey asked what problems respondents had due to substance abuse (not including alcohol). Four percent (4%) of the sample responded that they had problems with school or work. The data were broken out by age and, although it was not broken out by sex, it could be. Further information can be obtained from Mr. Don Desjarlais at (212) 488-3965.

Drug-related questions have also been and continue to be included in the National Longitudinal Surveys (NLS), which were initiated in 1966 and funded by the Employment and Training Administration of the U.S. Department of Labor. These surveys, which collect information from the same group of people periodically over an extended period of time, originally included four samples of 5,000 persons each for four subsets of the population at critical transition stages in working life.

These subsets are young men aged 14-24 at the initiation of the surveys; young women also 14-24 at the start of the surveys; women aged 30-44 who were likely to be returning to the labor force after their last child entered school; and men aged 45-59 who were in their pre-retirement years. A new subset of 13,000 young men and women, aged 14-21, was added in 1979.

The National Institute on Drug Abuse (NIDA) has provided funding for the inclusion of drug-related questions in the sixth wave of the NLS. The data from these questions will indicate how drug use is related to the current labor force and training experience of young men and women. The sample being studied are ages 21-26. Further information on this research can be obtained from Denise Kandel at the Columbia University School of Public Health at (212) 568-2570.

Questions on alcohol and other drug use were asked in the 1980 NLS questionnaire directed at youth aged 15-22 and different questions on alcohol use were asked in the 1982 questionnaire of the same youth then aged 17-24. No questions on substance use were asked of the older groups surveyed.

Further analysis of the NLS data could be conducted to provide information on the relationship of drug use and the educational and labor market experience of the youths sampled. Additional information about the NLS can be obtained from Dr. Kenneth Wolpin or Dr. Lois Shaw at the Center for Human Resource Research at Ohio State University, (614) 888-8238.

9. What is the current status of a new contract between the Department of Labor and the Displaced Homemakers Network, Inc.? If such a contract has not been signed, what is holding it up?

31-631 O—84——4

We are presently negotiating the content of the proposal for new program services to be delivered to program providers by the Network, as well as the funding level to be set. This process has required several revisions of their original proposal. As soon as the Network proposal is fully clarified and negotiations are completed, funding measures will proceed at once. I assure you that our interests coincide with those of Congress about this important work. We look forward to continued work with the Network because of their demonstrated competence in a highly specialized field of service.

Senator, I hope that you find these responses to your questions helpful as you continue to address the concerns of women in transition. I deeply appreciate the interest of the Committee in increasing employment and training opportunities for women who have contributed to their families and communities through their work in homemaking and who now need or wish to move into the paid labor force.

I will be happy to continue to work with you on their behalf.

Sincerely,

Lenora Cole Alexander

LENORA COLE ALEXANDER, Ph.D.
Director

Enclosures

Table 1

Labor Force Status of Women Ages 16 Years and Over by Marital Status, March 1983
(Numbers in Thousands)

	Total All Women	Never Married	Married, Spouse Present	Other Ever Married			
				Total	Married, Spouse Absent	Widowed	Divorced
Total Population	91,395	19,617	50,659	21,119	3,258	10,895	6,966
In the Labor Force	47,779	12,282	26,227	9,270	1,913	2,161	5,196
Participation Rate	52.3	62.6	51.8	43.9	58.7	19.8	74.6
Employed	43,165	10,620	24,335	8,210	1,549	1,995	4,667
Unemployed	4,614	1,661	1,893	1,060	365	166	529
Unemployment rate	9.7	13.5	7.2	11.4	19.1	7.7	10.2
Not in Labor Force	43,616	7,336	24,432	11,848	1,344	8,734	11,770

Source: Current Population Survey, March 1983, Bureau of Labor Statistics

Table 2

Median Ages of Women in the Civilian Population and Labor Force
by Marital Status, Persons 16 Years and Over

March 1983

	Total	Never married	Married, spouse present	Total other ever married	Married, spouse absent	Widowed	Divorced
Total women's population	40.1	22.3	42.2	59.2	37.4	70.0	40.9
In labor force	34.5	23.3	38.2	42.4	35.4	58.8	39.2
Employed	35.1	23.7	38.5	43.2	36.3	59.1	39.7
Unemployed	28.4	21.2	33.1	36.1	32.2	55.2	34.9
Not in labor force	53.0	19.8	50.2	70.0	41.5	70.0	51.6

Source: Current Population Survey, March 1983, Bureau of Labor Statistics.

Table 3

Comparison of Median Earnings of Year-Round Full-Time Workers, by Sex, 1955-1982

Year	(1) Median earnings Women	(2) Men	(3) Earnings gap in dollars	(4) Women's earnings as a percent of men's	(5) Percent men's earnings exceeded women's	(6) Earnings gap in constant 1967 dollars
1982	$13,014	$21,077	$8,063	61.7	62.0	$2,789
1981	12,001	20,260	8,259	59.2	68.8	3,032
1980	11,197	18,612	7,415	60.2	66.2	3,004
1979	10,151	17,014	6,863	59.7	67.6	3,157
1978	9,350	15,730	6,380	59.4	68.2	3,267
1977	8,618	14,626	6,009	58.9	69.7	3,310
1976	8,099	13,455	5,355	60.2	66.1	3,141
1975	7,504	12,758	5,254	58.8	70.0	3,259
1974	6,772	11,835	5,063	57.2	74.8	3,433
1973	6,335	11,186	4,851	56.6	76.6	3,649
1972	5,903	10,202	4,299	57.9	72.9	3,435
1971	5,593	9,399	3,806	59.5	68.0	3,136
1970	5,323	8,966	3,643	59.4	68.4	3,133
1969	4,977	3,227	3,250	60.5	65.3	2,961
1968	4,457	7,664	3,207	58.2	72.0	3,079
1967	4,150	7,182	3,032	57.8	73.8	3.032
1966	3,973	6,848	2,875	58.0	72.4	2,958
1965	3,823	6,375	2,552	60.0	66.8	2,700
1964	3,690	6,195	2,505	59.6	67.9	2,696
1963	3,561	5,978	2,417	59.6	67.9	2,637
1962	3,446	5,974	2,528	59.5	73.4	2,790
1961	3,351	5,644	2,293	59.4	68.4	2,559
1960	3,293	5,317	2,124	60.5	64.5	2,394
1959	3,193	5,209	2,016	61.3	63.1	2,308
1958	3,102	4,927	1,825	63.0	58.8	2,108
1957	3,008	4,713	1,705	63.8	56.7	2,023
1956	2,827	4,456	1,639	63.3	58.9	2,014
1955	2,719	4,252	1,533	63.9	56.4	1,911

Notes: For 1967-82, data include wage and salary income and earnings from self-employment; for 1955-66, data include wage salary income only. For 1979-82, data are for persons 15 years of age and over; earlier data are for persons 14 years of and over.

Column 3 = column 2 minus column 1.
Column 4 = column 1 divided by column 2 x 100.
Column 5 = column 3 divided by column 1 x 100.
Column 6 = column 3, divided by the (annual) Consumer Price Index (1967 = $1.00).

Source: U.S. Deaprtment of Commerce, Bureau of the Census: "Money Income of Families and Persons in the United States," Current Population Reports, 1957 to 1981, and 1982 advance report.

DSEA/Women's Bureau

U.S. Department of Labor

Office of the Secretary
Women's Bureau
Washington, D.C. 20210

Reply to the Attention of:

FEB 3 1984

Honorable Claiborne Pell
United States Senate
Washington, D.C. 20510

Dear Senator Pell:

We have received the transcript of the November 8, 1983, hearing before the Senate Committee on Labor and Human Resources on the problems of women in transition and are forwarding responses to questions you raised:

1. Why is there no mention of displaced homemakers in the regulations for the Job Training Partnership Act (JTPA) when displaced homemakers are specifically mentioned in the Act?

The Department of Labor's approach in writing regulations for the Job Training Partnership Act recognized that, in most instances, the Act is sufficiently clear and, therefore, requires only limited and selective interpretation in regulations. We determined that in the case of JTPA provisions relating to displaced homemakers, the Act is sufficiently clear.

In order to ensure that the full potential of the Act to serve women, including specially targeted groups such as teen parents and displaced homemakers, be widely understood, the Women's Bureau prepared in coordination with ETA and issued, very promptly after enactment, a summary of JTPA, highlighting provisions useful to planners and implementers of job training programs. We have enclosed a copy for your information.

In January the Women's Bureau launched a series of workshops on JTPA to be held across the country. These workshops are designed to share information and provide opportunities for discussion of strategies for most effectively accessing the JTPA system to ensure that women will be appropriately served. Presentors at the full sessions and in the breakout workshops include Governors or their representatives; Mayors; chairs of the Private Industry Councils; other local elected officials; community leaders, particularly in the women's community; service providers; and representatives of local and State employment and training systems. In addition, the Bureau is working closely with the

Displaced Homemakers Network to identify local or national representatives (at least three) to participate in each of the three workshops at each of 14 sites. Our first two workshops were held in Detroit, Michigan, and Chicago, Illinois, with nearly 400 people attending. We are being inundated with requests to present workshops in other locations. We see such efforts as our JTPA workshops as a positive means of helping women participate in programs which can enhance their self-sufficiency.

2. A series of questions dealt with funding for the Displaced Homemakers Network.

We are presently negotiating the content of the proposed new program services to be delivered to program providers by the Network, as well as the funding level to be set. This process has required several revisions of their original proposal. As soon as the Network proposal is fully clarified and negotiations are completed, funding measures will proceed at once. I assure you that our interests coincide with those of Congress about this important work. We look forward to continued work with the Network because of their demonstrated competence in a highly specialized field of service.

Senator, I hope that you find these responses to your questions helpful as you continue to address the concerns of women in transition. I will be happy to continue to work with you on their behalf.

Sincerely,

LENORA COLE ALEXANDER, Ph.D.
Director

Enclosure

COPY

The CHAIRMAN. We sure appreciate your being here. Thanks for coming.

Our next witnesses will be a panel representing organizations which offer training and support services to women in poverty and displaced homemakers. These organizations are also represented by former program participants, Ms. Edmonds, Ms. Keller, and Ms. Gascon. It is good to have all of you here. If you could take your places at the witness table, we would appreciate it.

Our first speaker today will be Ms. Avril Madison. Ms. Madison is executive director of Wider Opportunities for Women, based here in Washington, although I understand that they assist programs nationwide. Ms. Madison testified at our 1981 hearing, and we are really grateful to have you back.

We are also happy to have Ruth Fossedal, president of the National Displaced Homemakers Network. Ms. Fossedal is from Waukesha, Wis. I understand Ms. Fossedal will introduce Ms. Bauer and Ms. Joynes, who operate displaced homemaker programs in Alabama and Florida.

We are anxious to have all of your testimonies. We will turn to you first, Ms. Madison. We really look forward to hearing from you and learning more about these issues, and learning more about what we might be able to do about them as members of this committee. Please proceed.

STATEMENT OF AVRIL MADISON, EXECUTIVE DIRECTOR, WIDER OPPORTUNITIES FOR WOMEN, WASHINGTON, D.C.

Ms. MADISON. Thank you very much, Mr. Chairman, and good morning. I would like to thank you and the other members of the Labor and Human Resources Committee for recognizing the importance of women's transition from work without pay or with limited pay to economic self-sufficiency, for holding hearings on this topic, and for inviting me to testify this morning. We are submitting testimony for the record, and I will be reading highlights from that testimony.

The CHAIRMAN. Well, we do appreciate summaries if you can. We will, without objection, in advance of each of your testimonies, put your complete written statements into the record as though fully delivered. We really appreciate that.

Ms. MADISON. Thank you.

Before I proceed with my testimony, however, I would like to introduce you to one of our former graduates who is with me this morning, Juanita Edmonds. She is a graduate of our nontraditional training program a couple of years ago and is now a pressperson for the Washington Post. I would like to give her a chance to talk about what her experience was before and now, since completing our program.

The CHAIRMAN. Well, we are really happy to have you here, Ms. Edmonds. We will look forward to taking your testimony and to hearing what you have to say at this time. We consider it to be very important.

STATEMENT OF JUANITA EDMONDS, GRADUATE OF A DISPLACED HOMEMAKER TRAINING PROGRAM, WASHINGTON, D.C.

Ms. EDMONDS. Thank you.

It is a privilege for me to be here this morning also. I also used to be a participant of public assistance, before going to Wider Opportunities for Women [WOW]. I was struggling, a divorcee with four children, with very little education. Being introduced to Wider Opportunities for Women, I learned a trade there which is very useful to me now.

I worked, but had to have my salary subsidized by public assistance for approximately 10 years after coming to the Washington area. Still, during that 10-year period I never received child support from my children's father. Until now I still haven't and still don't, but thanks to Wider Opportunities for Women I learned to put my skills to work.

I was there for approximately 4 months. I got a job afterwards, after the training there, and it is very intense training. I find it very useful in what I am doing now, the mechanical part of it and the counseling areas. I guess I had dreams before finding what my real abilities were. I had dreams of someday owning a home which I knew, being on public assistance, is totally out of the question. You just can't. You find it hard to just meet the needs of your children through public assistance or traditional jobs, and that is what I did for 8 years after moving to the Washington area.

I find it much easier now that I have a skill, have been training. I am really finding self-satisfaction out of working in a nontraditional job. I feel now that it is something that I should have had years ago. The pay is really good. The dreams that I had on public assistance, after going to Wider Opportunities for Women I can say now it is a reality.

The things that I found, that I felt would always be a dream for me, have been realized, have come to be a reality for me now. I felt I would never be able to put my daughters through college. I find that I can do that now, through working a nontraditional job and through the training that I received at WOW. The home that I think I have always dreamed of, I now have it through working in a nontraditional job.

It brought everything into focus for me, things that I thought would never be possible, things that I knew would never be possible truly just by being subsidized by public assistance. Public assistance, to me, is something that helps you when you can't help yourself, but if the opportunity avails itself to give you training, if there is a program that will give you training and you are willing, I believe that anybody can succeed after going through some kind of intense training.

The CHAIRMAN. Thank you. That is really, really important testimony, and I compliment you on the success that you have had, and I surely compliment you folks on what you are doing.

We will go back to you now, if you would proceed.

Ms. MADISON. We are very impressed by the progress that Ms. Edmonds has made. The rest of my testimony deals with how we have worked with women and gotten many of them to the point where Ms. Edmonds is today.

Over the past 19 years WOW has worked with thousands of women as they have made the transition from homemaking to paid work, from public assistance to paid work, and from jobs with limited futures to jobs with excellent entry wages, good benefits, and career potential. We have worked with AFDC recipients, disabled women, displaced homemakers, women of color, women exoffenders, women who simply choose to go to work for pay, and female dislocated workers whose jobs have become obsolete because of technological change.

As a result of this work, we have learned much about the transition of women into the paid labor force. I would like to share with you some of the most important findings of our years of experience and to make a number of recommendations. Before I begin, though, I want to outline some of the basic assumptions that we have learned must be applied if programs and policy reforms to enable women to make the transitions that Ms. Edmonds has made from home to work are to be successful and effective.

First, women who work in the home as mothers and homemakers, work, but their work is unpaid, provides no individual or family benefits should the homemaker become disabled, and provides no economic security for the homemaker's future. Whether we are discussing middle-class, affluent homemakers, or mothers who receive aid to families with dependent children, in an economic sense the work all homemakers do is unrecognized in national policy. You must take a hard look behind our policies of welfare, marital property rights, pensions, social security, and employment and training to ferret out the inconsistencies and ambivalences in our national rhetoric about motherhood and economic self-sufficiency.

Second, despite many changes in the social mores of our society, women in America today still carry the major responsibility and burden of child-rearing. Therefore, in developing policy and programs to help women, particularly single parents, women on AFDC, and displaced homemakers make the transition in to the workplace, there must be a clear recognition that child care is a key factor influencing the employability of such women.

Third, we provide no incentives for women on public assistance to become economically self-sufficient when we punish their family's already minimal income because a mother on AFDC attempts to train, to job-hunt, or to gain an entry-level job. WOW's experience demonstrates that unless the costs to a family of its mother's participation in training are covered, most women in poverty will be unable to enter or remain in training.

Fourth, sex, race, and age discrimination continue to exist and to impede the transition of women into the paid labor market. Women continue to face sexual harassment and sex segregation, both in the workplace and in training. Although we do not believe that sex, age, and race discrimination are behind us, we do believe that there is perhaps a shift in attitudes about equal employment opportunity in the workplace, and that there are some employers who are doing an excellent job in hiring and training, promoting, and paying equitable salaries to women. Such employers are to be congratulated.

Senator Hatch, you have talked long and hard about how to bring about a less combative process for eliminating sex discrimination. We would prefer such a route, too, if it can be made effective. Yet to date as a nation we have been unable to design a process to eliminate discrimination which is honored by private industry or private contractors without a financial disincentive to discriminate.

Therefore, the Federal Government must continue to have a role, must enforce EEO law, and must provide a principled climate that speaks loudly that discrimination will not be tolerated. If firmly held to, such efforts can bring about the very partnerships that you and WOW find mutually hopeful. For example, WOW is currently working with very progressive members of the local construction industry, unions, and women to demonstrate that such partnerships are possible.

The Metropolitan Women's Construction Trade Foundation is one example, and materials have been appended with my testimony. It is a preapprenticeship program for women, supported through moneys from the industry, from unions, from foundations, and targeted toward women. Before affirmative action, such partnerships would not have been possible. As a result of Federal rules and regulations, it is working.

A fifth assumption that we are working with is that employment and training public assistance programs must be designed for women, not adapted from programs for male breadwinners. Some policymakers respond by saying that there are already too many target groups, and how can we meet the needs of them all, but it is difficult to give credence to this message when we are discussing more than half of the population and a population soon to make up half of the paid labor force of the United States.

We ask that the committee consider women's transition to the work force in all of its complexity and consider how it can be assisted through comprehensive legislative change. A number of key national studies should be examined to lead the way, as well as the testimony of those of us who are fortunate to be here today. Wider Opportunities for Women has been working to assist women in making the transition from welfare to work for more than a decade.

In 1982, however, we undertook a 5-year comprehensive employment and training demonstration program which specifically targets minority single mothers, and it is this program that provides much of the basis of our comments here today. Funded by the Rockefeller Foundation as part of its national effort to improve the economic status of minority, female-headed families, the goal of the project is to place graduates in jobs paying at least 30 percent above the minimum wage or into academic or vocational training for jobs that pay well and have good fringe benefit programs.

The single parent employability and educational development program—SPEED for short—provides participants with a comprehensive program of educational and skills assessment, job-related instruction in math and communication and science, work readiness training, skills training in electronics and electromechanics for participants with interest and aptitude, child care and other

supportive services, job placement and followup. With 1 year of the program behind us, we have served 271 women.

Among all of the women served, we know that most of the educational skills bore little or no relationship to educational attainment. Although the project provides information and referral to subsidized child care and some scholarship aid for child care, it does not pay stipends. Consequently, more than 10 percent of those who are enrolled in the program needed part-time jobs in order to participate. However, the part-time employment frequently threatened their continued participation in SPEED because the training is intensive, and often could not be coordinated with work schedules.

Some of the most common reasons for program noncompletion related to health, financial, food, housing, and transportation crises which could not be handled on top of a rigorous training schedule. However, those trainees who were able to cope with the family crisis and found needed support services were able to complete the program and gain paid employment averaging $6 per hour at job entry level.

The program is also assisted by a child care project that is funded by the Women's Bureau of the Department of Labor, which provides child care information, referral, counseling, consumer education, parenting skills workshops, and employer outreach. It also has identified critical gaps in child care services for the women served in the project.

One other factor about the program that I would like to speak about is that the Rockefeller Foundation grant award stipulates that the six grantees must match the annual grant dollar-for-dollar or with inkind services which enhance the program from local government or community groups. This matching requirement has effectively leveraged significant public and private interest and partnerships in this program.

With these principles and findings in mind, Wider Opportunities for Women makes the following five recommendations to the Senate Labor and Human Resources Committee—and I am really skipping through my testimony.

The CHAIRMAN. We understand.

Ms. MADISON. First, that the committee recognize the problems of women in transition are complex, systemic, and are currently problems of national priority. To address them, WOW recommends a full set of hearings, an extensive hearings report, and a careful analysis by committee staff of strategies that might be taken to ameliorate the problems, especially those that are working in communities around the country. We believe that an omnibus approach which would cross authorizing committee lines, somewhat like the Economic Equity Act in structure, would be required to impact upon the problems of women in transition effectively.

Second, in the upcoming reauthorization of vocational education, WOW urges the committee to look at the data generated in analyzing the 1976 vocational education amendments and to respond to the realities that voc-ed remains a sex-segregated educational program, and that the efforts begun under the 1976 amendments must not be diminished, and that services for women and girls must be greatly expanded.

With regard to the Job Training Partnership Act, WOW is monitoring the JTPA implementation in 10 geographic areas under a grant from the Levi Strauss Foundation. We believe that it is crucial that the Human Resources Committee ask the Government Accounting Office to do a comprehensive study of JTPA implementation nationwide.

With regard to child care, we feel it is important to note that the number of working mothers has increased tenfold since the period preceding World War II in 1940, yet the number of child care facilities available is substantially less than was available following World War II. In light of this, Wider Opportunities for Women urges the Senate Labor and Human Resources Committee to focus on the problem of child care during this year.

We suggest that the committee consider development of a national child care policy that will meet the needs of parents who work and provide quality child care for the Nation's children. We recognize that any such system must be developed as a partnership among Government, industry, churches, and the voluntary sector, the schools, and parents.

Just two more recommendations: WOW recommends that the committee should review the role of the Women's Bureau of the Department of Labor within the context of this problem. We believe that the Women's Bureau should be funded to do more coordination and demonstration efforts to address the problems of women in transition. We also recommend that the committee showcase and study the efforts being made in several States to build economic self-sufficiency planning into welfare and work systems. In Utah and Louisiana, in particular, pioneer work in this area is going forward.

In conclusion, I wish to thank Senator Hatch and the committee for the opportunity to share the experience of Wider Opportunities for Women with you. We pledge ourselves to work with you, as we have in the past, to continue to develop and test relevant programs, to monitor the work of public and private systems in meeting the needs of women and their families, and to develop partnerships among businesses, education, women's advocates, and public policymakers. All of the sectors are needed if we are to address the problems of women's transition into the paid work force with equity, dignity, and economic self-sufficiency. No less is acceptable to us, to women like Ms. Edmonds, or to any of those concerned for the long-term health of our society.

Thank you very much.

The CHAIRMAN. Thank you, Ms. Madison. We appreciate it.

[The prepared statement of Ms. Madison and reponses to questions submitted by Senator Hatch follow:]

Economic Self Sufficiency for Women: A National Priority

Presented by: Avril J. Madison,
Executive Director
Wider Opportunities for Women, Inc.
Washington, D.C.

Good morning. I'd like to thank Senator Hatch and the other members of the Labor and Human Resources Committee for recognizing the importance of women's transition from work without pay or with limited pay to economic self sufficiency, for holding hearings on this topic, and for inviting me to testify. Wider Opportunities for Women has worked for nineteen years to gain the recognition of public policy makers that women's economic needs and the vital talents women can bring to the economy are issues of national priority and issues that require policy analysis and policy change. WOW has examined women's needs, developed model programs to address these needs, worked at the policy level to determine how women's needs can be met through systemic change, and has worked with employers to develop a match between women's skills and the needs of the labor market.

Over the past nineteen years, WOW has worked with thousands of women in the D.C. metropolitan area as they have made the transition from homemaking to paid work, from public assistance to paid work, and from jobs with limited futures to jobs with excellent entry wages, good benefits, and career potential. We have worked closely with AFDC recipients, with disabled women, with displaced homemakers, with women of color, with women ex-offenders, and with women who simply choose to go to work for pay. We have also worked with female dislocated workers whose jobs have become obsolete because of technological change or cuts in human services.

As a result of this work we have learned much about the transition of women into the paid labor market, and continue to learn more about this process and the difficulties women face in making the transition

almost daily. I would like to share with you some of the most important findings of our years of experience and to make a number of recommendations to you as you consider policies that might improve the situation.

Before I begin, however, I want to outline some of the basic assumptions that underlie the work of Wider Opportunities for Women -- assumptions that we have learned must be applied if programs and policy reforms to enable women to make the tranistion from home to work are to be successful and effective:

1. Women who work in the home as mothers and homemakers work. Their work is unpaid, provides no individual or family benefits should the homemaker become disabled, and provides no economic security for the homemaker's future. Whether we are discussing middle class, affluent homemakers or mothers who receive Aid to Families with Dependent Children, in an economic sense, the work all homemakers do is unrecognized in national policy. The replacement value for homemaking in the United States is now valued by the Department of Labor as $18,000 annually, but no wage is systemically recognized in terms of benefits, Social Security, pensions, insurance, settlements in divorce, or as an equivalent for women who try to make the transition into the paid labor market. Employers, economists, policy makers, and legislators systemically discriminate against the homemaker and by so doing the labor market operates as though former homemakers have never worked, have gained no skills, are

entering the labor force for the first time and are thus eligible only for entry-level wages. This policy problem underlies our entire discussion discussion of women's transition to economically viable work. In many other nations, the work of mothers who are alone and in poverty is not perceived as a "dole" or a shameful waste of human resource dollars. It is seen as a national investment to keep families intact and to provide opportunity for families to make the transition to economic self-sufficiency. We must take a hard look behind our policies of welfare, marital property rights pensions, Social Security and employment and training to ferret out the inconsistencies and ambivalence in our national rhetoric symbolized by Mother's Day and the realities of older women ending their lives in poverty because of a lifetime of unrecognized and economically unrewarded work.

(Appended is a sheet of statistics on older women's incomes, which documents the end result of women's problematic transitions between home and paid labor.)

2. Dispite many changes in the social mores of our society, women in America today still carry the major responsibility and burden of childrearing. Therefore the transition from homemaking and full-time motherhood to paid work cannot be considered a comparable effort to moving men from unemployment to jobs in the workforce. In developing policy and programs to help women, partitularly single parents, women on AFDC and Displaced Homemakers, make the transition into the workplace there must be a clear recognition that child care is a key factor influencing the employability

such women. The cost of child care and the ability to make satisfactory arrangements for care undeniably impact on how the transition to economically sustaining work will be made -- or indeed whether it will be made at all.

Our nation's system of child care has enormous gaps, which have grown wider with federal budget-cutting. Employment and training programs, the Work Incentive Program, the Job Corps, and other programs must address the child care needs of their participants if they hope to be successful in stimulating their transition to economic self-sufficiency. In an even more basic sense, in order to maintain family security as women become half of the paid labor force by the end of this decade, the United States must design a comprehensive national system of child care, supported jointly by government at all levels, private industry, national voluntary efforts, and the families who can afford to pay. Only limited headway has been made in this direction. Currently, publicly-assisted child care has been cut back. Employer child care involvement touches only 600 of the nation's employers. A small percentage of foundation funds are targetted for this purpose. And most families of women who work outside the home struggle to pay for inadequate and inconvenient services. A national policy is critical.

3. Considering the increase in families headed by women, providing for the survival needs of their families keeps many women <u>on</u> public assistance. We provide no incentive for women to become economically self sufficient when we punish their families' already minimal income for women's attempts to train, to gain entry-level jobs, and to job hunt. We must look beyond our temptation to lecture such women to "pick themselves up by their bootstraps", as they

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seek alternatives to welfare among policy inconsistencies which penalize them for attempts to better their situation. To ask a woman to further divide her welfare check to attend training so that she may gain an entry-level, minimum wage job with no benefits, in which her children will lose medical assistance is not even rational. If we wish to stimulate economic self-sufficiency in such families, we will need to look instead at models like the apprenticeship system or public service employment, where a mother can earn wages while she learns a marketable skill. Many proposals have come forth recommending that wages or allowances be provided as an incentive for public assistance recipients to train for jobs with a future. Some believe these proposals continue a "dole" attitude. WOW's experience demonstrates that unless the costs to a family of its mother participating in training are covered, most women in poverty will be unable to <u>enter</u> or remain in training. This really means that the programs designed to meet the needs of women on public assistance are inaccessible to them. Moreover, in some states welfare recipients are financially penalized for participating in skills training programs because such programs mean they are "unavailable" for paid work. Such policies are both punitive and philosophically inconsistent.

4. Sex, race, and age discrimination continue to exist and to impede the transition of women into the paid labor market. Equal employment opportunity law and affirmative action statutes and regulations, while historically new, have brought about changes for women and girls. They have existed less than two decades in the face of centuries of discriminatory practices in the labor market and an

occupationally segregated work place. Recently, a top level Department of Labor offical informed a WOW staff member that sex discrimination in the labor market has disappeared -- that employers now agree that equal employment opportunity policy is the "best policy." WOW's experience is that the principle of EEO policy is at least discussed with favor today but that in practice discrimination is alive and well -- in fact it has been boosted by high unemployment and greater competition for fewer jobs. Across the country, the 250,000 women served in the employment programs affiliated with WOW's Women's Work Force Network continue to be paid less than men, (Now 62¢ to the $1.00 for white women, the ratio of Black and Hispanic women's earnings to white men is much less), to have trouble gaining jobs equal to those that men with less education acquire, and to face barriers in entering non-traditional fields.

They continue to face sexual harrassment and sex segregation both in the work place and in training. For example public education systems continue to channel women into training which is traditionally female and traditionally lower paying. Finally as a result of their low paid and primarily sex segregated participation in the work force women end their lives frequently in poverty. We do not believe that sex, age, and race discrimination are behind us. Women's lives tell us differently. We do believe that there is, perhaps, a shift in attitudes about EEO in the workplace, and that there are some employers who are doing a excellent job in hiring, training, promoting, and paying equitable salaries to women. Such employers are to be congratulated. Some have gone a long way, and their work needs to be highlighted. We feature the work of such employers in our newsletter, CONNECTIONS, which we have appended to our testimony. Others have recognized that their discriminatory practices must now be made less

visible. Still others are uncertain how to rid themselves of a history of discrimination. Senator Hatch has long talked about how to bring about a less combative process for eliminating sex discrimination. We would prefer such a route if it can be made effective. Yet to date as a nation we have been unable to design a process to eliminate discrimination which is honored by private industry or private contractors without a financial disincentive to discriminate. In fact, employer organizations now argue that they no longer discriminate and should be freed from such limitations. Even our government tells us -- in the case of Title IX -- that it should be legal to discriminate in certain cases. Yet even in the construction industry, where women continue to be greatly underrepresented, construction contractors freely admit that without the press of federal regulations, women would not have been accepted and that, should those regulations be removed, it would be easier and more profitable to return to a fully male workforce. How paperwork is handled, how an employer demonstrates a "good faith efforts", and how affirmative action is implemented can of course, be areas open for discussion and could perhaps be made less combative in implementation. But that the federal government must have a role, must enforce EEO law, and must provide a principled climate that speaks loudly that discrimination will not be tolerated -- even it if <u>is</u> profitable -- is basic to improving women's economic self-sufficiency. Such efforts do not have to pit industry against the government or the affected class. If firmly held to, such efforts can bring about the very partnerships that Senator Hatch and WOW find mutually interesting. WOW is currently working with very progressive members of the construction industry, unions, and women to demonstrate in the D.C. metropolitan area that such partnerships are possible -- The Metropolitan

Women's Construction Trade Foundation. (Material appended) It is a preapprenticeship program for women, supported through monies from the industry, from unions, from foundations -- and targeted toward women. Before affirmative action, such a partnership would not have been possible. As a result of federal rules and regulations, it is working.

5. Because of sex discrimination, the unrecognized work of women in the home, the disproportionate financial detriment of marital dissolution to women, occupational segregation, and issues related to childrearing, employment and training and public assistance programs must be designed for women -- not adapted from programs for male breadwinners. Some policy makers respond by saying there are already too many "target groups" and how can we meet the needs of them all. But it is difficult to give credence to this message when we are discussing more than half of the population, and a population soon to make up half of the paid labor market. Moreover, it seems cost inefficient to develop programs for so vast a rational population which fail to meet their needs. In the past two decades, many demonstration projects have shown the way to successfully move women from economic dependence to economic independence. WOW's 19 years of experience in this area is just one resource. Nearly every state has had one or two programs designed to meet women's needs in making a transition to economic self-sufficiency. Several are represented here today. Yet in designing policy, there is a reluctance to accept that men and women have different needs in vocational education, in employment and training, in welfare to work programs, and in job creation. It is a constant struggle to have these needs recognized and to achieve other than passing reference to them in key legislation, small "set asides", or waivers of requirements that keep women underserved. A more in-depth, and comprehensive policy

WHAT IS THE FOUNDATION?

The Metropolitan Women's Construction Trades Foundation, incorporated in December 1982, is a non-profit corporation committed to providing pre-apprenticeship training for women in the Washington, D.C. Metropolitan Area in connection with Wider Opportunities for Women.

The Foundation was formed by representatives of the construction trades industry for two reasons: 1) to assist local employers who are committed to meeting goals and timetables for hiring women in the construction trades and, 2) to increase employment opportunities for women through quality skills training.

The Foundation and its program already enjoy the active support of the local construction community. The Board of Directors includes representatives from four large construction firms, a national trade union, two national trade associations, a surety agency and two law firms specializing in construction related activities. The Foundation is funded through cash and in-kind contributions from contractors, unions, trade associations, local governments, and private foundations.

WHAT IS THE FOUNDATION'S PROGRAM?

The Metropolitan Women's Construction Trades Foundation, Inc., in cooperation with Wider Opportunities for Women, will provide pre-apprentice ship training for 36-50 women per year.

The Foundation will subcontract training sites—land for building or property in need of rehabilitation—throughout the Washington Metropolitan Area.

MWCTF will subcontract training and support services to WOW, a Washington-based women's employment resource center, known for its 19-year history of successful training programs for women in nontraditional work.

WOW will implement a broad outreach, recruitment and screening effort to reach the largest possible number of eligible program applicants. Outreach will target area women who:

- can demonstrate a reliable work history
- meet the requirements for apprenticeship and show an interest in electrical, pipe fitting or carpentry work
- are physically capable of doing construction work
- have a high school diploma or GED in order to meet the rigorous academic requirements of apprenticeship

All instruction will be conducted at the worksite, 8 hours per day, 5 days per week, from 7:30 A.M. to 4:00 P.M.

The sixteen-week course will include craft skills training taught by journeyman instructors, skill-specific math and life/skills training which includes emphasis on time and attendance, work habits, and retention after placement.

WHY IS THIS FOUNDATION UNIQUE?

- **THE FOUNDATION** represents a workable model of cooperation among contractors, unions, construction trade associations, a women's employment program and other private and community resources to increase the availability of qualified female construction workers.

- **THE FOUNDATION'S** training model is financially self-sustaining. As each construction/training project is completed, the newly built or rehabilitated structure will be sold to recoup costs and expenses. The same money will be recycled to acquire and improve succeeding properties and train additional women.

- At a time when construction contractors and unions are resisting enforcement of federal regulations which impose upon them goals for hiring women, the Foundation, composed of representatives of the employer community, has taken an independent stand on the issue. Planning for growth in the industry, the MWCTF is offering quality pre-apprenticeship training to women to ensure that:

1) motivated women can be ready to perform the jobs as they become available, and

2) the industry can draw from the largest possible pool of highly qualified apprentices and workers.

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approach is needed. We are in hopes that this is the purpose behind the hearing today. We have come today asking that the Committee look at women's transition to the paid labor force with the breadth that the Congress has used in developing the Economic Equity Act. We ask that the Committee consider women's workforce entry in all of its complexity and consider how it can be assisted through comprehensive legislative change.

A number of key national studies should be examined to lead the way -- as well as the testimony of those of us fortunate enough to be here today. The Civil Rights Commission report issued this spring: Disadvantaged Women and Their Children: A Growing Crisis and the 1981 report of the Naitonal Commission for Employment Policy, Increasing the Earnings of Disadvantaged Women are excellent points of study. A close examination of the National Institute of Education's study of the effectiveness of vocational education programs is another critical resource.

The WOW Program

Wider Opportunities for Women has been working to assist women in making the transition from welfare to work for more than a decade. In 1982, however we undertook a 5-year comprehensive employment and training demonstration program which specifically targets minority single mothers, and it is this program that provides much of the basis for our comments here today. WOW's Single Parent Employability and Education Development Project (SPEED for short) is one of six such demonstration projects around the country which were selected and funded by the Rockefeller Foundation as part of its national effort to improve the economic status of minority female headed-families. The goal of the project is to place graduates in jobs paying at least 30% above the minimum wage or into academic or vocational training for jobs that pay well and have a good fringe benefit package.

SPEED provides participants with a comprehensive program of educational and skills assessment, job related instruction in math, communication and science, work readiness training, skills training in electronics and electro-mechanics (for participants with the interest and aptitude) child care and other supportive services, job placement and follow-up. With one year of the program behind us, WOW has much to share that is relevant to the concerns of this Committee:

1. In its program, which serves women in the Washington, D.C. metropolitan area, WOW served 271 women in the first program year. The women served fell into two groupings -- women between the ages of 25 and 45 with considerable work experience at very low wage levels who had become unemployed during the recession, had skills, but had faced multiple unsuccessful job interiews and were unable to find paid work; and younger women with no paid work experience, inadequate educational skills, and little awareness of how to plan for their own economic futures. Among all of the women served, educational skill levels bore little or no relationship to educational attainment. One quarter of the women tested were found to have less than fifth grade reading and math skills, although the majority had completed a high school education.
2. The need for supportive services in order to participate in WOW's training programs was a key finding. WOW staff encountered significant problems in meeting trainee needs because of diminished human services -- especially subsidized child care, housing, transportation, and public assistance-related services (i.e. medical assistance, food stamps, legal services).

Although the project provide information and referral to subsidized child care and some scholarship aid for child care, it does not pay

stipends. Consequently, more than 10% of those who enrolled in the program needed part-time jobs in order to participate. However the part-time employment frequently threatened their continued participation in SPEED because the training is intensive and often could not be coordinated with work schedules. The most common reasons for program non-completion related to health, financial, food, housing, and transportation crises, which could not be handled on top of a rigorous training schedule.

3. When the trainees were able to cope with family crises and find needed support services, they were able to complete the program and gain paid employment averaging $6.00 per hour at job entry. Some enrolled in more extensive training. A list of jobs and entry wages acquired in the first two quarters of the program is appended.
4. All of WOW's training examines the advantages and disadvantages of nontraditional employment, job trends in the 80's, and assists trainees in making economically viable occupational choices. The most common finding of staff working with the women enrolled in these programs was a deep need for individualized assistance.
5. WOW's child care project (funded by the Women's Bureau of the Department of Labor to coordinate with the Rockefeller project) provides child care information, referral, counseling, consumer education and parenting skills workshops, employer outreach, It identified critical gaps in child care services for the women served in the project. First, WOW documented a significant reduction in publicly supported child care openings as a result of federal budget-cutting. For more than 30%

PARTICIPANTS	WAGE (per hour)
Circuit City Office Manager	$ 4.25
D.C. General Hospital Electro-Mechanics Helper	10.00
Turner Construction Co. Carpenter Helper	11.79
Judd & Detweiler File Room Clerk	4.75
System Planning Corporation Electronic Assembler	5.25
System Planning Corporation Electronic Assembler	5.25
System Planning Corporation Electronic Assembler	5.25
Sears Roebuck, and Co. Service Technician	5.25
Local #74 Laborers Laborer	7.00
Raytheon Service Co. Invoice Verifier	7.08
D.C. Government (Public Works Dept.) Laborer	7.59
Pitney Bowes Meter Reader	5.00
Holy Cross Hospital Sterilization Processing Technician	$ 6.19
Army Times Publishing Co. Phone Clerk	4.50
Hecht's Department Store Authorizer	3.65
Hecht's Silver Spring Switchboard Operator	3.45

Several have enrolled in further educational programs such as G.E.D., electro-mechanics and computer programming.

of the participants seen, only time-consuming personal advocacy and WOW subsidies made it possible for women to attend training who were otherwise unable to find child care. In addition, WOW found immense service gaps: very limited care for infants, for children who need care after school, for short-term or emergency care, for subsidized care that would extend during a trainee's job hunt, and for care available in areas accessible through affordable transportation. To intervene in this situation, WOW is developing an information and referral system on all local child care options, so that trainees can make the best child care arrangements possible without months of trying to ascertain what is available. The overall finding of the project, however, is that the current system is labrynthine and grossly inadequate. It is currently a public/private partnership, but more public and private support is needed if we wish single heads of household to make the transition to work.

6. The Rockefeller Foundation grant award stipulates that the six grantee must match the annual grant dollar for dollar or with inkind services which enhance the program from local government or community groups. This matching requirement has effectively leveraged significant public/private interest and partnerships in this program. It is clear from our own experence with SPEED that there is significant interest in addressing the needs of women who must make a transition to paid work. It is also clear that the needs are complex and require significant resources to be addressed effectively. A list of the participants investing in the WOW project to

MATCHING FUNDS REPORT

September 1982 - August 1983

In developing the matching funds for the first year of the SPEED Project WOW adopted a diversified approach, seeking both actual dollars and in-kind services to enhance the project. WOW contacted both local and national foundations, several local governmental agencies, and community organizations and applied to the Women's Bureau of the U.S. Department of Labor for contract monies. Following is a matching funds report which is an inclusive list summarizing all of our contacts and the successful results. WOW would like to make note of the fact that support was successfully elicited from all our contacts.

Item	Amounts Committed	Amounts Expended*
D.C. Office of Employment Services—On-the-Job Training Funds	$75,000**	0
D.C. Department of Health and Human Services, Family Services Administration—subsidized child care for participants	44,370	18,250
Family and Child Services—subsidized child care for participants who are unable to obtain publicly subsidized child care - begining February 1983	5,000	500
U. S. Department of Labor, Woman's Bureau—Child Care Project - begining October 1982	100,000	91,667
D.C. Public Schools—assessment and testing services for enrollees	20,000	18,087
Prince Georges County, Maryland—transportation subsidies for participants - $30/week begining April 1983	31,680	10,080
R.S.V.P. (Retired Senior Volunteers Program)—volunteers to provide direct services to participants	26,000	14,145

Item	Amounts Funded	Amounts Expended
Public Welfare Foundation—grant to fund Youth Counselor/ Outreach person and other costs, begining May 1983	$30,000	$12,500
Eugene and Agnes E. Meyer Foundation—Half-time Communications Instructor and other costs to provide additional core staff, begining May 1983	15,000	6,250
D.C. Department of Employment Services—Senior Aide to provide Employment Resources support for participants	4,355	3,260
Phillip Graham Fund—computer hardware and software purchase, awarded January 1983	10,000	10,000
Coopers & Lybrand, C.P.A.—pro bono services of Manager, Office Information Systems Group for training and installation of databases for tracking of participant progress	2,000	1,920
Riggs National Bank—contribution of meeting room and facilities for meeting of area chief executives to develop employer-sponsored child care alternatives	100	100
TOTAL FUNDS	$363,505	$176,679

meet these needs in the D.C. area is attached. Yet, WOW has been able to serve less than 20% of the women who have contacted the program for assistance. Most are unable to solve the family income and support service problems which keep them isolated, in constant crisis, and on public assistance.

Recommendations

With these principles and findings in mind, Wider Opportunities for Women makes the following recommendations to the Senator Labor and Human Resources Committee:

1. That the Committee recognize the problems of women in transition are complex, systemic, and are currently problems of national priority. To address them, WOW recommends a full set of hearings, an extensive hearings report, and a careful analysis by Committee staff of strategies that might be taken to ameliorate the problems -- especially those that are working in communities around the country. We believe that an omnibus approach which would cross authorizing committee lines (somewhat like the Economic Equity Act in structure) would be required to impact upon the problems of women in transition effectively. Aprropriate areas of authorization would be: welfare reform; development of new child care initiatives; educational equity programs; strengthening of and increased support for vocational education programs for women; improved enforcement of affirmative action and equal employment opportunity law; strenghening of and increased support for the Job Training Partnership Act; comparable worth initiatives; coordination of economic development efforts, job creation initiatives

and job training so that women are not excluded; funding for specialized technological training for girls and women; (see appended study) improved data collection in education and training programs related to sex, age, race and handicap; older worker and displaced worker programs that adequately serve women; and additional resources to meet the needs of displaced homemakers. Social security reform, (including earnings sharing), pension equity, and equity in insurance must also be addressed, but of course, legislation has been introduced which provides a start in these directions. As you can see, a number of the key needs areas do fall into the program areas for which the Senator Labor and Human Resources Committee has responsibility. We urge the Committee to work together to develop a legislative package that can seriously move forward and stimulate coordinated effort in other Congressional Committees.

2. With regard to the Vocational Education Act and the Job Training Partnership Act, WOW recommends that the Committee respond immediately. In the upcoming reauthorization of Vocational Education, WOW urges the Committee to look at the data generated in analyzing the 1976 Vocational Education Amendments and to respond to the realities that Voc. Ed. remains a sex-segregated educational program, that the efforts begun under the 1976 Amendents must not be diminished, and that services for women and girls must be greatly expanded. Mandating services in Voc Ed. for displaced homemakers required states to take action. Only now -- seven years later -- are we beginning to see significant progress. The mandate must continue and resources must be targetted to the effort if we

wish to serve women, girls, and other disadvantaged groups in vocational education.

The Labor and Human Resources Committee struggled with these same questions last year in deliberating about the Job Training Partnership Act. At that time, WOW urged the Committee to adequately fund supportive services and to include language that would result in less sex-segregated training. We worked with the Committee throughout the process, and some gains were made. But these gains do not appear to be the current priorities as the Act is implemented. Programs for AFDC recipients -- when funded at all during this interim period -- are tending to be for sex-stereotypic, low wage occupations. WOW is monitoring what happens in the states under a grant from the Levi Strauss Foundation. But we believe that it is crucial for the Committee to ask the Government Accounting Office to do a comprehensive study, which WOW can not undertake. Are the requirements to serve public assistance recipients to their proportions in the eligible population being implemented in the states? Are local service delivery areas providing needed support services? Are women and girls being trained for jobs that will make them economically self sufficient? Are the affirmative action incentives in the Act being implemented? Are women displaced workers and older workers being served? These questions are deeply related to the transition of women and girls from welfare dependency to paid work and economic self-sufficiency.

3. The number of working mothers has increased tenfold since the period preceding World War II (1940). Yet the number of child care facilities available is less than was available following

WWII. In light of this, Wider Opportunities for Women urges the Senate Labor and Human Resources Committee to focus on the problem of child care during this year. We suggest that the Committee consider development of a national child care policy that will meet the needs of parents who work and provide quality child care for the nation's children. We recognize that any such system must be developed as a partnership among government, industry, churches and the voluntary sector, the schools, and parents. To accomplish a quality system which meets the needs of all concerned and leaves flexibility for parents, much policy analysis must yet be done. Yet the need for additional services is critical.

To facilitate the rapid increase of child care services and the quality of child care provided, WOW urges the Committee to consider several strategies, while looking carefully at how to implement a more comprehensive system:

a) A restructuring of employee tax benefits so that low and moderate income workers can take advantage of child care deductions and take a higher percentage of deductions.

b) The development and funding of child care information and referral systems to promote the efficient and informed use of existing services by working parents as well as to identify the greatest gaps in services;

c) Encouragement or incentives designed for employers to include child care support as one of the benefit

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offerings so that working parents can select this as an option.

4. The Committee should also review the role of the Women's Bureau of the Department of Labor within the context of this problem. WOW believes that the Women's Bureau should be funded to do more coordination and demonstration efforts to address the problems of women in transition. The Bureau should also have greater authority within the Department of Labor and additional staff to accomplish its purposes.
5. The Committee should review the performance of the OFCCP with close scrutiny to examine whether the "non-confrontive approach" undertaken has actually stimulated jobs, training, and improved opportunities for women and girls or whether it has resulted in inactivity for the victions of discrimination.
6. The Committee should showcase and study the efforts being made in several states to build economic self-sufficiency planning into welfare and work systems. In Utah and Louisiana, in particular, pioneer work in this area is going forward. The approaches being used are diverse, and the resources being committed are varied, but the direction is unquestionably fruitful and contrasts greatly the impact of "workfare."

In conclusion, I wish to thank Senator Hatch and the Committee for the opportunity to share the experience of Wider Opportunities for Women with you. We pledge ourselves to work with you as we have in the past to continue to test and model relevant programs, to monitor the work of public and private systems in meeting the needs of women and their families, and to develop partnership among businesses, education,

women advocates, and public policy-makers. All of the sectors are needed if we are to address the problems of women's transition into the paid work force with equity, dignity, and economic self-sufficiency. No less is acceptable to us, to women like Juanita, or to any of those concerned for the long term health of our society.

(EDITOR'S NOTE: Due to printing limitations, and in the interest of economy, a supporting document supplied for the record by Ms. Madison entitled "Bridging the Skills Gap: Women and Jobs in a High Tech World," was retained in the files of the committee. This material may be researched upon request, or obtained by contacting Wider Opportunities for Women, Inc., 1325 G Street N.W., Washington, DC 20005.)

SELECTED DATA ON PERSONS AGE 65+: INCOME, POVERTY, MARITAL STATUS

TOTAL MONEY INCOME IN 1981, BY SEX AND AGE

Table 1

Age	Men	Women
45-49	$21,248	$ 7,494
50-54	20,796	6,513
55-59	19,879	5,926
60-64	14,807	4,966
65+	8,173	4,757

(Poverty level in 1981 for a person living alone: $4359)

(Source: Census Bureau, Current Population Reports P-60, No. 134, Table 10)

POVERTY RATES BY SEX AND RACE/HISPANIC ORIGIN FOR PERSONS AGE 65 OR OVER IN 1981

Table 2

	Total	White	Black	Spanish Origin
Men	10.5%	9.0%	32.3%	23.6%
Women	18.6%	16.2%	43.5%	27.4%

(Poverty rate in 1981 for persons 65+: 15.3%)

NUMBERS OF PERSONS AGE 65 OR OVER IN POVERTY IN 1981, BY SEX AND RACE/HISPANIC ORIGIN

Table 3

	Total	White	Black	Spanish Origin
Men	1,080,000	787,000	272,000	60,000
Women	2,773,000	2,191,000	547,000	86,000

(Source: P-60, No. 134, Table 17)

MARITAL STATUS OF PERSONS 65+ IN 1981, BY SEX

Table 4

Status	Men	Women
married	77%	38%
widowed	13%	51%
separated/divorced	6%	5%
never married	4%	6%

MARITAL STATUS OF PERSONS OVER 65, BY SEX AND AGE

Table 5

WIDOWED	65 to 74	75+
Men	8%	22%
Women	40%	68%

MARRIED	65 to 74	75+
Men	81%	70%
Women	48%	22%

(Source: P-20, No. 372, Tables 1 and E)

Prepared by: Older Women's League, 1325 G St. NW, LL B, Washington, DC 20005

Wider Opportunities for Women, Inc.
Women in Transition Hearings
Responses to
Questions from Senator Hatch

Question:

1. How much involvement do you have with the private sector, in terms of placing trainees, designing training programs to meet the labor market demand, and obtaining additional financial or in-kind support?

Answer:

Wider Opportunities for Women has worked directly with employers since its inception in 1964--twenty years ago. The private sector has played an integral part in our basic program design, based on WOW's tenet that active employer involvement is a key to effective job training and placement. The private sector is, for example, well represented on the Board of Directors of WOW, provides input in the design of training and curriculum through a WOW Industry Advisory group, and has formed a partnership with unions to provide financial and technical support to our pre-apprenticeship training program (See the attached brochure on the Metropolitan Women's Construction Trade Foundation). In addition, major corporations have contributed to WOW's continued programming at the national and local levels through grant support and donation of equipment, personnel, and in-kind services to augment our employment and training efforts. In 1983, CBS, Inc. provided a substantial grant to our national division to explore the impact of high technology on the female labor force, and Levi Strauss, Inc. provided funds to monitor the implementation of the Job Training Partnership Act and its impact upon women. Such close connection with the private sector has been a central focus of WOW's success in training, placing, and advocating for women's needs during our 20 year history.

Question:

2. Is there a way to encourage more of this involvement, outside of federal mechanisms for business input like the Job Training Partnership Act?

Answer:

While private sector involvement in employment and training programs is deeply needed and a key factor in success, the federal role in stimulating this involvement has to be approached carefully. The goal to be strived for, from WOW's experience, is a partnership among public employment and training agencies, the education system, community based organizations serving populations most in need, and the employer sector. All the

participants in this partnership must be given a stimulus to take their roles. Currently, under the Job Training Partnership Act (JTPA), many public agencies have interpreted (or been advised by DOL and the National Alliance of Business) that the congressional mandate to bring them private sector involvement in JTPA is a message to dis-involve community based groups. Some PICs have made decisions to inform community based groups that they will provide training dollars only to vocational education institutions or to employer in-house training programs.

Already, abuses have become apparent. JTPA dollars have been used to support out-placement services for corporations which previously paid for these services themselves--and could continue to afford to do so. In addition, WOW has collected information on both education institutions and employer-based training initiated under the JTPA, which have set entry requirements for their training which bar the access of the vast majority of economically disadvantaged women. Community based groups which have expertise in serving the populations most in need are needed as equal partners in the employment and training process. WOW recommends:

- the formation of an informal advisory group for the Senate Labor and Human Resources Committee made up of expert industry, DOL, CBO, education, and national, state/local public employment and training professional to discuss with committee staff and members how to achieve such partnerships through policy and practice. WOW would be happy to participate in such a forum and to recommend other CBO participants.

- a GAO report on the implementation of JTPA and its actual focus on the populations designated as target groups in the Act. We recommend that this be completed before April 1.

Question:

3. What is unique about displaced homemaker programs? Are they more effective for this clientele than other kinds of training programs, and if so, why?

Answer:

The unique feature of displaced homemaker programs is their mandate to assist this population in recognizing and marketing skills they have gained as unpaid workers--homemakers--at a time in which they must make an abrupt shift to the paid labor market and become economically independent for the first time. While other employment and training programs assist both men and women in marketing their skills--including volunteer skills--displaced homemaker programs have the added task of assisting displaced homemakers in adjusting to new and difficult life roles after

years of homemaking. Such programs must prepare displaced homemaker's to enter a job market in which most employers do not value/or hire for skills gained in homemaking; in which they frequently face barriers of age, sex, and race discrimination; and for which they have limited time and/or resources to retrain. The most effective displaced homemaker programs provide personal counseling; support groups; job readiness training; up to date career information about the wide range of occupational choices; support services for child care, transportation and emergency needs; skills assessment and transference; skills training; basic education assessment and training; job development and placement; and follow up services. Many also provide internships, work study, or on-the-job experiences, which can be valuable to women who have been out of the paid labor market for many years. Wider Opportunities for Women operated a displaced homemaker program under CETA, which focused on minority displaced homemakers who had been public assistance recipients for many years and who were about to lose their welfare support because of the age of their children. The same needs and services were identified. WOW has worked closely with the Displaced Homemakers Network to articulate these needs and to see them addressed.

Question:

4. Have any of the participants in your programs been previous participants in other programs before they came to you?

Answer:

Because of WOW's varied and long term employment and training history, it is difficult to accurately respond to this question. In all of our programs, we have attracted some persons who have had other training before coming to WOW. Sometimes this training has been recent; sometimes previous training occurred years before and has become obsolete. In non-traditional training programs, it has been found that many women have worked at/or been trained in traditional occupational categories and have found it difficult to support their families. Because our current JTPA clients and other training programs focus on serving minority mothers who are economically disadvantaged, few have received previous job training. In other programs where we have focused on different populations, (i.e. former teachers, displaced homemakers, etc.) a larger percentage had previous job training experiences.

Question:

5. Are you familiar with AFDC's WIN program? Briefly, do you think it is beneficial? What are its biggest failings?

Answer:

The WIN program has been nearly eliminated from the federal budget for several years and has been underfunded and underfocused for many years. WOW believes that the goals of the WIN

program--to provide incentives and supportive assistance to AFDC recipients to move into the paid labor force--are important goals--especially considering the national dilemma with the feminization of poverty. The task before WIN, however, and the resources to support WIN are not practically matched. Often, WIN "services" have amounted to required attendance at groups in which participants read the want ads together. WIN services were found in the 70's to focus more heavily on male AFDC recipients because they were "easier to place". As WOW indicated in its testimony, the problems of women AFDC recipients are complex, multi-dimensional, and inter-related. The services needed to assist the population into the paid labor force may include remedial education, skills training, solving child care and housing problems, and preparing for a job which can support a family.

In Utah, AFDC and WIN efforts are being tied to an effort to stimulate self-sufficiency and self-determination among the population to be served. (See attached clipping). In Louisiana, WIN dollars are being used to develop non-traditional training in electro mechanics for women. Any successful effort will address training needs, child care needs, self esteem and self-determination needs, and will have economic self-sufficiency--not just any job--as its objective. To bring the WIN system to this place, a more realistic appropriation would be needed. In addition, incentives for developing new program designs, providing support services, and coordinating training efforts would be needed.

Question:

6. Do you think all AFDC recipients should be required to register for WIN or other training even though they have pre-school children?

Answer:

WOW believes that it is helpful for a woman to begin getting support and planning for her return to the job market from the onset of her experience of public assistance. Yet the WIN system, as currently operated, does not frequently provide the support and planning assistance needed. Instead, the requirement becomes punitive. We believe the WIN program needs bolstering, program re-design, and adequate resources targetted at women's needs. If this reform were to occur, then required registration for different levels of services would not be punitive. Registration for program services would not mean a required and untimely return to unremunerative work. A comprehensive program might require registration for developing a long term self-sufficiency plan and support in moving year by year through support services, training, work experience, and job placement.

Question:

7. In your experience, do you think most displaced homemakers require basic skills training for a first job outside the home, or refresher training to update rusty skills or education? Are there programs available to address both of these needs in approximately the right proportions?

Answer:

Displaced homemakers frequently need skill training to augment the skills gained in homemaking and volunteer work and to make them marketable to employers. Depending on the skill levels of the individual and her career goals, this training might need to be remedial, intensive, or long term. Training is currently available on only a very limited basis which will short-cut traditional educational paths for displaced homemakers. Equally serious is the lack of support services for those displaced homemakers who would enter long term training but can't afford to do so. On the whole, considering the preponderance of displaced homemakers (at least 4 million in 1978), the need far exceeds training opportunities available.

Question:

8. What are some steps that individual women, employers and government should take to help women become less vulnerable to poverty in the event of a death or divorce?

Answer:

NOW cited a number of recommendations in our testimony. We believe that a comprehensive look at the social security and pension systems, tax and independent retirement policies, job training, education, and welfare systems are all required at the policy level. We believe that adequate funding for retraining programs and the enforcement of equal employment opportunity law and regulations are critical. We believe that child support enforcement is a very practical and critical step. The role of individual women in the system can only be limited to seeking services, with self-sufficiency as their goal; and being willing to support other women toward that goal as well. Employers have a responsibility to:

(1) provide equal employment opportunities and train managers and supervisors how to implement this policy;

(2) examine their work forces for job ghettos and severly under-paid job classifications;

(3) provide opportunities for career mobility;

(4) provide an environment in which workers needs as parents are respected (i.e. support for child/dependent care, offering fringe benefit packages which meet parents' needs)

(5) provide on-the-job and other training for entry workers and workers seeking advance;

(6) provide an atmosphere in which sex, age, and race discrimination, sexual harrassment, and other illegal activities are not tolerated;

(7) consider flexible work hours and fringe benefit plans which extend to part-time workers;

(8) participate actively in their community's efforts to hire the unemployed.

Question:

9. In your experience, has substance abuse been prevalent among women in transition and how has it hindered their progress?

Answer:

While WOW counselors have encountered substance abuse among women in transition, it is not one of the most frequent barriers encountered. (i.e. child care, poor educational skills, sex and race discrimination, etc.) We have no data on this issue. Certainly WOW would support the development of effective treatment and services for women in transition and women in the workplace who suffer from substance abuse problems.

Question:

10. Is there currently a problem with the way child care costs are reimbursed under AFDC, providing a disincentive to the recipient for seeking employment?

Answer:

There are currently several problems with the way in which child care costs are reimbursed under AFDC which act as a disicentive. These include:

1.) The requirement of retroactive budgeting for those individuals beginning to claim child care costs when they are already on AFDC causes a 2 month delay between the time of the first claim and the time the child care disregard is factored into the

formula that determines amount of payment. Recepients must pay child care costs when already faced with other costs of beginning a job or training program.

2.) The unrealistic child care costs allowed require the AFDC recipient to use part of her basic income to make up the difference between the real cost of child care and that which is allowed under the disregard.

3.) The low reimbursment rate almost requires the recipient to use child care services which are not as comprehensive as she might choose or would best benefit her children. She has few options or choices about what type of care to provide for her children.

4.) In the formula for determining AFDC payments to working families, the child care disregard is calculated first (before the deductions of $30 and one third of income) so that a family taking the disregard may end up with less total income than if they had used subsidized care (if available) and not taken the disregard.

Because most AFDC recipients are concerned both with their families' welfare and with moving toward economic self-sufficiency, these problems force mothers to the conclusion that they cannot make the transition to work without significantly penalizing the income of their families or placing their children in child care situations which may be detrimental. These are hardly incentives to return to paid employment.

Question:

11. Would state resource and referral programs for dependent care fill an unmet need?

Answer:

While WOW has experienced the great need for effective resource and referral systems in the area of dependent care, we have many questions regarding how such systems should be organized to be most effective. Unquestionably the states need to be involved in the design and implementation of such systems. Locally based systems, however, may be more effective considering the requirement that dependent care systems should match labor market areas, which can be multi-state (i.e. the metro D.C. area, the New York City area, etc.) Similarly, the system must be designed to be accessible to the population and to be updated continuously, both of which are more difficult in a state resource/referral design. Perhaps what is needed is a sufficient

continuously, both of which are more difficult in a state resource/referral design. Perhaps what is needed is a sufficient federal appropriation to fund a variety of local and state models, which can be analyzed to ascertain which strategies seem to work best in different environments.

Secondly, funding for such an effort must not be taken from current funds for child care services (i.e. Title XX). Resource and referral services are an essential and important part of an effective dependent care system, but they do not begin to meet the need alone. One of the key features of an effective R & R system is that it dramatically demonstrates gaps in services so that resources can be targetted to fill these gaps. R & R monies must be separate and must not divert monies designed to provide child/dependent care. Such funds are already woefully inadequate.

Question:

12. Dr. Alexander, Director of the Women's Bureau, noted in her testimony that the Bureau had disseminated several publications and has sponsored workshops regarding the JTPA and how women can be served by it. What has been the response to these efforts by women in the field?

Answer:

While women are pleased that the Women's Bureau is getting involved in the JTPA process, women in the field are concerned that the Women's Bureau may not take on the role of assessing and analyzing the JTPA, its impact on women, and what is occurring in its implementation but will solely serve in an information-sharing role. While promotion of the JTPA may be needed to encourage employers, the PICs, NAB, and others, to serve women, a vehicle for addressing the problems being identified by women's groups under the JTPA in their locales should also be a Women's Bureau function. WOW has been collecting this kind of locally based information on the problems being encountered and has shared this information with the Women's Bureau. But WOW's work is limited to 10 geographic areas. We hope that Women's Bureau workshops and publications will suggest solutions and strategies for the problems identified. Yet with a limited staff and resources that are shrinking, the Women's Bureau faces significant barriers in taking on this important role. We would support additional funding for the Women's Bureau to collect and analyze data on how JTPA is serving women.

The CHAIRMAN. We will turn to you, Ms. Fossedal, and when we get through our full panel here, then we will have some questions.

STATEMENT OF RUTH FOSSEDAL, PRESIDENT, NATIONAL DISPLACED HOMEMAKERS NETWORK, WAUKESHA, WIS.

Ms. FOSSEDAL. Good morning. My name is Ruth Fossedal. I am president of the National Displaced Homemakers Network, Inc., a private, nonprofit organization of over 4,000 displaced homemakers, service providers, and interested citizens. I thank you for the opportunity of appearing here today and for your support of the 4 to 6 million women who have been displaced from their roles as homemakers, lost their jobs through no fault of their own.

At the same time, I am very pleased to especially recognize those of you on this committee who have responded to the recent concerns of many displaced homemakers and displaced homemaker service providers across the Nation regarding the continued efforts of the network. We sincerely appreciate your efforts and your support.

The CHAIRMAN. Thank you.

Ms. FOSSEDAL. What happens to women who have been full-time homemakers but are now out of a job due to divorce or because their spouses have become disabled or deceased. Middle age and older women especially find the transition from homemaker to paid employment very difficult, particularly in a world which summarizes their homemaking skills as insignificant in the paid work force. These women also discover that retirement benefits, health insurance, and future economic security disappear with the loss of the primary wage earner.

Thus, displaced homemakers quickly join the ranks of America's new poor. Not only are they displaced workers who must be retrained for new jobs, but they are also dislocated workers whose previous work skills are not always valued by employers and unfortunately sometimes not by themselves.

The term "displaced homemaker" truly describes these women, who are in transition. After many years of unpaid labor in the home, caring for family members, they suddenly have lost their jobs. These are the women who generally are too old for public assistance and too young for social security. For them there is no help. It is a devastating experience.

Even for the displaced homemaker who moves successfully from home to paid employment, the prospect of poverty is a reality not to be ignored, unless she can be given the training to access jobs that pay more than minimum wage. Three out of five working women earn less than $10,000 per year, and one in three less than $7,000. Sixty-two percent of all service and retail workers are female, and almost 80 percent of all clerical positions are held by women. These jobs often provide low wages, few if any benefits, and limited upward mobility.

Today we know that over 50 percent of all women over 65 have an income of under $4,757 annually. No wonder two out of three adults who fit the Federal definition of poverty are women, many of them displaced homemakers, and far too few of us realize that 85 percent of all married people will one day be single due to death

or divorce. In fact, 85 percent of all surviving spouses are women. It is crucial that displaced homemakers not only find paid employment, but that the jobs they occupy provide adequate wages and benefits. Sixty percent of all women over 65 rely solely on social security benefits, and often they receive the minimum amount.

Displaced homemaker programs across the Nation seek to address the problems of employment for this group. Services include career exploration as well as critical personal and vocational counseling. Participants are introduced to many occupations once considered to be men's work, but which provide good wages and advancement opportunities. Displaced homemaker centers have been successfully addressing this problem since the mid-1970's. Through these centers, thousands of women have received crucial personal and vocational counseling, preemployment services, as well as training and job placement.

Because of their very special needs, these services are seldom available to them through other organizations. Unfortunately, because of the dual discrimination of ageism and sexism, large numbers of displaced homemakers find themselves selected out of many traditional programs. The special centers have shown themselves to be most effective agents for bridging the gaps and opening new doors for their clients.

Unfortunately, Federal cutbacks have hurt these efforts, and displaced homemakers are among the victims of the 35-percent reduction in employment and training allocations and the 12-percent reduction in vocational education funds. Two years ago there were over 400 displaced homemaker programs in the United States. Today we are unable to document the number due to the transition to JTPA funding, which has left many community-based organizations in jeopardy.

In Kentucky alone, we are told that 12 of the 16 programs will probably close their doors. This occurs at a time when the unemployment rate for persons 55 and older has jumped 24 percent, compared to the 11 percent for young adults and 16 percent for the total work force. These workers are also jobless 23 percent longer than the average unemployed person, and those over 60 are three times more likely than other adults to be discouraged and end their job search. The older displaced homemaker searching for a job is also burdened with her own sense of inadequacy and uncertainty.

The Job Partnership Training Act and the vocational education amendments have been major sources of funding for the provision of critical services to displaced homemakers. The success of these programs and their importance to thousands of local communities across the country is demonstrated by the number of States which have voluntarily enacted bills to augment these Federal funds. Unfortunately, these States today face their own financial problems, and funding is low at a time when more services are required. Communities have pitched in with revenue sharing moneys, United Way funds, and other contributions.

As a result of these Federal, State, and local partnerships, increased numbers of displaced homemakers have enrolled in colleges and technical institutes and entered many new careers in

many new fields. Some have even been able to create their own jobs by starting successful businesses.

Considering these facts, the Displaced Homemakers Network makes to you the following recommendations: One, to monitor carefully the JTPA programs to insure that displaced homemakers are recognized as dislocated workers and are given full access to training opportunities and jobs.

Two, to develop resources to provide the supportive services required by displaced homemakers as they proceed toward employment, such as counseling, dependent care facilities, emergency funds, and stipends for transportation and other essential costs.

Three, to study carefully the health care and social service needs of displaced homemakers in order to develop adequate legislation to insure their survival and movement toward full and meaningful employment.

Four, to include in the new Vocational Education Act a Federal mandate for services to displaced homemakers and for an increase in their entry into vocational training, especially in nontraditional occupations.

Five, to include basic math and science courses in employment and training programs, to allow displaced homemakers to qualify for higher skilled jobs. Otherwise, we may find that these women will fill the projected low-paying jobs identified as the high tech ghetto.

We would be pleased to work with you as you develop your legislative initiatives to insure the economic self-sufficiency of women, including displaced homemakers. Our organization receives requests from over 200 displaced homemakers each month regarding local services and job opportunities. When written articles appear, we often receive over 300 such inquiries per week. We are well aware of the needs of displaced homemakers and the programs that serve them.

Today our network is reorganizing its national office, just as displaced homemakers must rebuild their lives. Currently we are negotiating our 2-year contract with the Women's Bureau. Together with our members, we will continue to deter the continuous cycle of poverty in which many displaced homemakers find themselves, and encourage our displaced homemakers to be able to purchase homes, as we have just heard here today. Much has been accomplished and much remains to be done. In just a few short years displaced homemakers have learned to value their homemaking skills and their life experiences.

This committee has shown a recognition and interest in this vast human resource. We look forward to your leadership in advancing legislation which will fill the gaps and allow displaced homemakers to find a new place as productive members of our national work force.

Thank you.

[The prepared statement of Ms. Fossedal and responses to questions submitted by Senator Hatch follow:]

DISPLACED HOMEMAKERS: WORKING TOWARD ECONOMIC SELF-SUFFICIENCY

TESTIMONY BEFORE THE SENATE LABOR AND HUMAN RESOURCES COMMITTEE

by

Ruth M. Fossedal
President
Displaced Homemakers Network, Inc.
Washington, D.C.

Good morning. My name is Ruth Fossedal. I am President of the National Displaced Homemakers Network, Inc., a private, non-profit organization of over 4,000 displaced homemakers, displaced homemaker service providers, and concerned citizens. I thank you for the opportunity of appearing here today and for your support of the four to six million women who have been displaced from their roles as homemakers -- lost their jobs -- through no fault of their own.

At the same time I am very pleased to especially recognize those of you on this committee who responded to the recent concerns of many displaced homemakers across the nation regarding the continued services of the Network. We appreciate your support and your efforts on our behalf.

What happens to women who have been full time homemakers but are now out of a job due to divorce or because their spouses have become disabled or are deceased? Middle aged and older women, especially, find the transition from homemaker to paid employment very difficult. Particularly in a world which summarizes their homemaking skills as insignificant in the paid workforce.

These women also discover that retirement benefits, health insurance and future economic security disappear with the loss of the primary wage earner. Thus, displaced homemakers quickly join the ranks of America's "new poor." Not only are they displaced workers who must be retrained for new jobs, but they are also dislocated workers whose previous work skills are not always valued by employers and many times not even by themselves.

The term displaced homemaker truly describes these women who are in transition. After many years of unpaid labor in the home caring for family members, they suddenly have lost their jobs. These are the women who are generally too old for public assistance and too young for social security. For them there is no help. It is a psychologically, economically and socially devastating experience.

Even for the displaced homemaker who successfully moves from the home to paid employment the prospect of poverty is a reality not to be ignored unless she can be given the training to access jobs that pay more than minimum wage. Three out of 5 working women earn less than $10,000 per year and 1 in 3 less than $7,000. Sixty-two percent of all service and retail workers are female and almost 80 percent of all clerical positions are held by women. These jobs often provide low wages, few if any benefits, and limited upward mobility. And today we know that over fifty percent of all women over 65 have an income under $4,757 per year.

No wonder two out of three adults who fit the federal definition of poverty are women -- many of them displaced homemakers. And far too few of us realize that 85 percent of all married people will one day be "single" due to death or divorce. In fact, 85% of all surviving spouses are women.

It is crucial that displaced homemakers not only find paid employment but that the jobs they occupy provide adequate wages and benefits. Sixty percent of all women over 65 rely solely on social security benefits and often they receive the minimum amount. Better opportunities in the workforce would help the nation address the ever growing problem of the feminization of poverty. Since the average life expectancy of a 65 year old woman today is 83.1 years we cannot ignore the problem. It will not disappear.

Displaced homemaker programs across the nation seek to address the problems of employment for displaced homemakers. Services include career exploration as well as critical personal and vocational counseling. Participants are introduced to many occupations once considered to be "men's work" but which provide good wages and advancement opportunities.

Displaced homemaker centers across the nation have been successfully addressing this problem since the mid-seventies. Through these centers thousands of women have received crucial personal and vocational counseling, pre-employment services, as well as training and job placement. Because of their very special needs these services are seldom available to them through other organizations. These centers provide the critical support services required to allow displaced homemakers to remain in traditional training programs. Unfortunately, because of the dual discrimination of ageism and sexism, large numbers of displaced homemakers find themselves selected out of the more traditional programs. The special displaced homemaker centers have proven themselves to be most effective agents for bridging the gaps and opening new doors for their clients.

Unfortunately, federal cutbacks have hurt these efforts and displaced homemakers are among the victims of the 35% reductions in employment and training allocations and the 12% reduction in vocational education funds. Two years ago there were over 400 displaced homemaker programs in the U.S. Today we are unable to document the number due to the transition to JTPA funding which has left many community based organizations in jeopardy. In Kentucky alone we are told that 12 of 16 programs will probably close their doors in the near future.

This occurs at a time when the unemployment rate for persons 55 and older has jumped 24% compared to 11% for young adults and 16% for the total workforce. These workers are also jobless 23% longer than the average unemployed person. And those over 60 are 3 times more likely than other adults to become discouraged and end their job search. The older displaced homemaker searching for a job is also burdened with her own sense of inadequacy and uncertainty.

The Job Partnership Training Act and the Vocational Education Amendents have been major sources of funding for the provision of critical services to displaced homemakers. The success of these programs and their importance to thousands of local communities across the country is demonstrated by the number of states which have voluntarily enacted bills to augment federal funds. Unfortunately, these states today face their own financial problems and funding is low at a time when more services are required.

Communities have pitched in with revenue sharing monies, United Way funds, church and other contributions. As a result of these federal/state/local partnerships increased numbers of displaced homemakers have enrolled in colleges and technical institutes, and entered many new careers in fields critical to the well being of their communities. Displaced homemakers are employed in the health care area, as drafters, in electronic servicing and small appliance repair, and some have even been able to create their own jobs by starting successful businesses.

Considering these facts we make to you the following recommendations:

1) Monitor carefully the JTPA programs to ensure that displaced homemakers are recognized as dislocated workers and are given full access to training opportunities and jobs.

2) Develop resources to provide the supportive services required by displaced homemakers as they proceed toward employment i.e. counseling, dependent care facilities, emergency funds, and stipends for transportation and other essential costs.

3) Study carefully the health care and social services needs of displaced homemakers in order to develop adequate legislation to ensure their survival and movement toward full and meaningful employment.

4) Include in the new Vocational Education Act a federal mandate for services to displaced homemakers and for an increase in their entry into vocational training especially in nontraditional occupational areas.

5) Include basic math and science courses in employment and training programs to allow displaced homemakers to qualify for higher skilled jobs. Otherwise we may find that these women will fill the projected low paying jobs identified as the high tech ghetto.

We would be pleased to work with you as you develop legislative initiatives to ensure the economic self sufficiency of women including displaced homemakers. Our organization receives requests from over 200 displaced homemakers each month regarding local services and job opportunities. When written articles appear we often receive over 300 calls and letters during one week. We are well aware of the needs of displaced homemakers and the programs that serve them.

Today the Displaced Homemakers Network is reorganizing its national office just as displaced homemakers must rebuild their lives. Currently we are negotiating our two year contract with the Women's Bureau. Together with our members we will continue to deter the continuous cycle of poverty in which many displaced homemakers find themselves.

Much has been accomplished but much reamins to be done. In just a few short years displaced homemakers have learned to value their homemaking skills and their life experiences. This committee has shown a recognition and interest in this vast human resource. We look forward to your leadership in advancing legislation which will fill the gaps and allow displaced homemakers to find a new place as productive members of our national workforce.

DISPLACED HOMEMAKERS NETWORK, INC.
1325 "G" Street NW
Lower Level
Washington, D.C. 20005
(202) 628-6767

January 17, 1984

Senator Orrin G. Hatch
United States Senate
Washington, D.C. 20510

Dear Senator Hatch:

Attached are my responses for the hearing record as you requested. I regret that I was unable to meet your requested deadline but the Displaced Homemakers Network is still negotiating with the Women's Bureau regarding our contract and my time has been very limited.

It was a pleasure to testify for the Labor and Human Resources Committee. The interest of those present was most evident and we appreciate their concern.

The Displaced Homemakers Network has just completed a survey of programs across the nation regarding JTPA funding for displaced homemaker training. As soon as the results are compiled I will forward a copy to your office.

Sincerely,

Ruth

Ruth M. Fossedal
President

kab
Enclosure

C: Charlotte Stewart

QUESTIONS FOR MS. RUTH FOSSEDAL

1. How much involvement do you have with the private sector, in terms of placing trainees, designing training programs to meet the labor market demand, and obtaining additional financial or in-kind support?

2. Is there a way to encourage more of this involvement, outside of federal mechanisms for business input like the Job Training Partnership Act?

3. What is unique about displaced homemaker programs? Are they more effective for this clientele than other kinds of training programs, and if so, why?

4. Have any of the participants in your programs been previous participants in other programs before they came to you?

5. Are you familiar with AFDC's WIN program? Briefly, do you think it is beneficial? What are its biggest failings?

6. Do you think all AFDC recipients should be required to register for WIN or other training even though they have pre-school children?

7. In your experience, do you think most displaced homemakers require basic skills training for a first job outside the home, or refresher training to update rusty skills or education? Are there programs available to address both of these needs in approximately the right proportions?

8. What are some steps that individual women, employers and government should take to help women become less vulnerable to poverty in the event of a death or divorce?

9. In your experience, has substance abuse been prevalent among women in transition and how has it hindered their progress?

10. Is there currently a problem with the way child care costs are reimbursed under AFDC, providing a disincentive to the recipient for seeking employment?

11. Would state resource and referral programs for dependent care fill an unmet need?

12. Dr. Alexander, Director of the Women's Bureau, noted in her testimony that the Bureau had disseminated several publications and has sponsored workshops regarding the JTPA and how women can be served by it. What has been the reponse to these efforts by women in the field?

RESPONSES

1. The national Displaced Homemakers Network (DHN) has no direct responsibility placing trainees. The board and national staff, however, do work with the private sector to obtain information for affiliate programs. This information is distributed through the newsletter, at regional conferences, and by individual contacts with program providers.

   In my position as Economic Development Officer at Waukesha County Technical Institute (WCTI) I have daily contact with the private sector and have just secured a $106,000 training grant from the Governor's Employment Training Office which will result in foundry training on state-of-the-art equipment for 50 dislocated workers. You can be certain that I will do my best to alert displaced homemakers to this opportunity.

2. Yes there is a way to encourage more of this involvement. Local community based organizations need to become involved in business organizations such as the Chamber of Commerce. In those areas they can gather a great deal of information. Another vehicle for encouraging this dialogue is by having more women represented on the advisory committees for community colleges and vocational technical insitututes.

3. Displaced homemakers programs are very unique. They provide the supportive services which are necessary as the woman moves from the home into training and paid employment. The emotional toll of the loss of a spouse is devasting and studies show that such women have little confidence. The displaced homemaker programs add that special ingredient of caring and providing on-going group sessions where displaced homemakers can meet to discuss their concerns and solve their problems. They also work as advocates for the participants and show them how to find the help they need such as transportation, child care, part-time jobs, etc. Skilled training is the key to employment but a displaced homemaker often cannot make it through the training without the other services detailed above.

4. In my previous experience as the director of a displaced homemakers program I found that approximately 10% of the women had been to other programs, in fact, those programs had referred them to us because we could provide the special services required to help the women regain their confidence.

5. No comment -- not up-to-date with current WIN program.

6. No, a mandate for training is not realistic. Each situation should be considered based on its facts.

7. In my experience about 40% require basic skills training and the rest need refresher training. I believe that community colleges and vocational technical insitutes do provide such training. The biggest problem lies with basic education becuase adult education funds are diminishing at a time when both displaced homemakers and male dislocated workers require this type of education.

8. Some steps that can be taken are:

   a. increase vocational training opportunities for girls in high school so that they obtain skills for employment and an understanding of the world of work.

   b. increase the technical training of young women especially encouraging them to take math courses so that they may access some of the better paying jobs.

   c. continue government affirmative action and sex equity guidelines and enforcement - this type of change only comes when the federal government.

   d. encourage local PICs to allow transportation and child care costs for JTPA trainees so that women may access such courses.

   e. provide stipends while training for women with children so that they can afford to feed their families.

   f. institute a voucher system which allows women to access a certain number of hours of training past high school for every so many years spend raising a family and working as a volunteer.

9. Substance abuse is a problem for 25 to 35% of the women in transition. Major problems are prescription drugs and a[illegible]l. These drugs mask the pain and led them to another dependency at the very time they are attempting to become independent.

10. No comment -- not involved with AFDC directly.

11. Absolutely. Many displaced homemakers are struggling with dependent care at the same time that they are raising children and attempting to obtain training. A good resource and referral program would be most helpful.

12. The DHN prepared for the Women's Bureau an overview of JTPA. Many programs asked for the guidelines and have found it useful.

The CHAIRMAN. Thank you. We appreciate it.

You are going to introduce the next witnesses?

Ms. FOSSEDAL. Yes, I am.

The CHAIRMAN. I have to excuse myself for just a minute. I am very interested in this. I will be right back, but please go ahead and introduce the next witnesses. We will go down the line and then we will have questions at the end.

Ms. FOSSEDAL. Certainly. Thank you.

The CHAIRMAN. If you will excuse me for just a couple of minutes——

Ms. FOSSEDAL. Yes, we certainly will, Senator Hatch.

I am very pleased to present to you first on our panel, Dr. Mary Bauer, who is the executive director of the career training program, women's center, at Enterprise State Junior College in Enterprise, Ala. She is especially useful to this committee, I believe, because she has had experience with the CETA funding and vocational education funds and can help us explore that area.

Dr. Bauer.

STATEMENT OF DR. MARY BAUER, EXECUTIVE DIRECTOR, CAREER TRAINING PROGRAM, WOMEN'S CENTER, ENTERPRISE STATE JUNIOR COLLEGE, ENTERPRISE, ALA.

Dr. BAUER. Thank you very much. I appreciate the opportunity to be here today to describe the work that Enterprise State Junior College has done to respond to the needs of displaced homemakers.

Our institution is located in rural southeast Alabama. The people of our region are conservative individuals who believe in education, the work ethic, and traditional family values. Over the years most women in our area have considered their primary role to be that of homemaker.

It was in this setting in 1979 that we focused our efforts on a new group of clients, individuals who have been homemakers but who have lost the support of persons upon whom they have been dependent. Our first displaced homemaker program was a CETA-funded group training model serving 30 individuals in three counties. We were overwhelmed when more than 100 women immediately applied for the program.

I want to share with you one of the first letters that I received:

> I am 56 years old, race—white, sex—female. I am divorced. I have no support. I have job applications out but no work yet. I finished 11 years of school. I am having to depend on my children now, and want desperately to go to work. If I can qualify for your course, I will appreciate it very much.

Two days after I received her letter, Mary Mills came to see me. She told me that she had been married for 39 years and had no work experience outside of homemaking and working on a farm. She explained that she was not old enough for social security and that she had a horror of having to get welfare. She wrote on her application: "I want to be a working citizen in my town."

After 6 months, Mary Mills completed the program and received her high school equivalency certificate. She presented testimony to the Alabama Women's Commission in which she described her life. Her poignant testimony ended on a positive note, as she conveyed her enthusiasm for our program. She said, "I am different person. I

am one great-grandmother who has a new lease on life, and I expect to use it." Within a few weeks Mary found a part-time job providing homemaker services to elderly homebound individuals. After almost 4 years, she is now working full time. She has moved into her own apartment and cares for her 85-year-old father who lives with her.

Although Mary Mills gave our program credit for a remarkable change in her life, the CETA program was far from adequate in enabling our institution to respond to the tremendous needs that we discovered. The program only supported 30 trainees, and the strict CETA eligibility requirements prevented many persons with genuine needs from participating. From our experience, we learned that there are increasing numbers of displaced homemakers who need much more than jobs or job training. They first need to know what kinds of jobs they want and how to go about getting them. They need to recognize the skills they have and learn to transfer them to the marketplace.

With funds from the division of vocational equity of the Alabama State Department of Education we developed a short-term program to address these needs. With grants of only $10,000 a year, we have served more than 500 women since 1980, and we maintain continuous waiting lists.

The CHAIRMAN. Well, we need to fund you a little bit more, I think.

Dr. BAUER. Yes; you certainly do. [Laughter.]

Our current program includes three components: Training and skills development, counseling and referral, and job placement and followup. Our followup telephone calls confirm the need for increased emphasis on job development activities.

Although our present rate of placement in jobs and job training programs averages approximately 65 to 75 percent, many of our participants begin work at minimum wage. One of our primary goals is to strengthen our efforts to help displaced homemakers to become productive and financially independent citizens. We need continued vocational education funds to support our efforts.

We consider the community or junior college a natural agency to serve displaced homemakers. Those of us who are so closely associated with the program are convinced that it is a sound investment in the human resources of our Nation, and that it provides an avenue of effective and practical help for those individuals who are trying so desperately to help themselves.

I would like for you to hear the statement of Margaret Keller, one of the women from our program.

[The prepared statement of Dr. Bauer and responses to questions submitted by Senator Hatch follow:]

Committee on Labor and Human Resources, November 8, 1983

Prepared statement of Mary Bauer, Director of Community Services
Enterprise State Junior College, Enterprise, Alabama

Mr. Chairman, and members of the Committee, I appreciate the opportunity to present testimony here today. I am Mary Bauer, Director of Community Services at Enterprise State Junior College, Enterprise, Alabama. I have been asked to describe the services that our institution provides to displaced homemakers.

Enterprise State Junior College is one of twenty-one public junior and community colleges in the state system of Alabama. Our enrollment is just under 1900 students and approximately sixty percent of our students are women. We are located in rural southeast Alabama where the major sources of income are farming and farm-related industries. The people of our region are conservative individuals who believe in education, the work ethic, and traditional family values. Over the years most women in the area have considered their primary role to be that of homemaker.

Since 1974, Enterprise State Junior College has been working in partnership with the local community to develop special programs for rural women. During the past nine years, we have recorded more than 5,000 registrations annually in noncredit courses, seminars, and workshops designed to help women of all ages and educational levels to discover aptitudes and options, upgrade job skills, and learn other vital information.

It was in this setting in 1979 that we focused our efforts on a new group of clients, displaced homemakers - individuals who have been homemakers but who have lost the support of the

persons upon whom they have been financially dependent. The need for such efforts became apparent as we analyzed local and national demographic data. Current data reveal an even greater need:

--During the past twenty years, the number of female-headed households has more than doubled--from 4.5 million in 1960 to 9.4 million in 1981.

--In 1980, 44 percent of families maintained by women were living at the poverty level.

--More than 70 percent of all women will eventually become widows. These women are likely to spend as much time widowed (18.5 years) as they did rearing children.

--The average widow receives approximately $12,000 in death benefits which are exhausted within 18 months. This woman waits up to 10 years to collect Social Security benefits.

--One of every four divorces occurs after 15 years of marriage, and ma[illegible] of the women involved are over 40.

--Only approximately seven percent of divorced women collect alimony, and only 11 percent receive as much as $2,000 annually in child support.

Our first displaced homemaker program was a CETA funded group training model serving 30 individuals in three counties. We publicized the program widely. We developed leaflets and wrote news releases for radio, television, and newspapers and talked to civic clubs and appeared on television shows. We wrote letters to community agencies, and we were overwhelmed with the response, for within a short time, more than 100 women had applied for the program. We received letters and telephone calls from displaced homemakers as far away as Birmingham and Mobile--almost 200 miles from our campus. I want to share with you one of the first letters that I received.

> I am 56 years old, race-white, sex-female. I am divorced. I have no support. I have job applications out but no work yet. I finished 11 years of school. I am having to depend on my children now and want desperately to go to work. If I can qualify for your course, I will appreciate it very much.

Two days after I received her letter, Mary Mills came to see me. She told me that she had been married for 39 years and had no work experience outside of homemaking and working on a farm. She explained that she was not old enough for social security and that she had a horror of having to get welfare. She wrote on her application, "I want to be a working citizen in my town."

After six months, Mary Mills completed the displaced homemaker program and passed the General Education Development test to receive her high school equivalency certificate. At that time she presented testimony to the Alabama Women's Commission in which she poignantly described her life:

> I was a battered wife, not physically, but emotionally. I had lost all the self-confidence and self-respect that I'd ever had...I had reached a point where I had to make a choice...I tried to get a job, but I guess that I was so nervous and unsure of myself, that I scared off anyone who might hire me...

Mary's testimony ended on a very positive note, however, as she conveyed her enthusiasm about completion of the displaced homemaker program:

> I am a different person. I have a new outlook on life. I'm getting my self-confidence back. I feel now that I can find a job and make someone a good employee... I have tried to do my best in return for what this program has done for me. You can say that I am one great grandmother who has a new lease on life, and I expect to use it.

Within a few weeks Mary found a part-time job through the Department of Pensions and Security providing homemaker services to elderly homebound individuals. After almost four years, she is now working full time. She has moved into her own apartment and cares for her 85-year-old father who lives with her. Mary Mills is still setting new goals. She has had two poems published and she wants to return to school to take a creative writing course.

Although Mary Mills gave the displaced homemaker program credit for a remarkable change in her life, our CETA program was far from adequate in enabling our institution to respond to the tremendous needs that we discovered. The program only supported 30 trainees, and the strict CETA eligibility criteria prevented many persons with genuine needs from qualifying for the program.

From our experience in this program, we learned that there are increasing numbers of displaced homemakers who need much more than jobs or job training. They first need to understand what kinds of jobs they want and how to go about finding them. They need to recognize the skills they have and to learn how to transfer them to the marketplace.

With vocational education funds channeled through the Division of Vocational Equity of the Alabama State Department of Education, we have recently developed short-term programs to respond to the overwhelming needs we have encountered. Since 1980, approximately 500 women have participated in these programs.

Our current program model includes three components: training and skills development, counseling and referral, and job placement and follow-up. Over a six-week period we offer 11 noncredit three-hour seminars and a two-day career exploration workshop designed to accomplish the following objectives:

--to identify existing sources of financial aid for job training programs and to complete applications for grants, scholarships, or loans

--to identify skills and abilities of participants and to develop more positive self concepts

--to apply decision-making skills and to begin setting short-term and long-term goals

--to analyze use of time and to develop goals and strategies for appropriate time management

--to develop effective communication skills based on self respect and respect for others

--to assess occupational interests and aptitudes; to identify traditional and nontraditional career opportunities; and to develop job search skills

--to review study skills and understand procedures required for admission to job training programs

--to identify symptoms and causes of stress and to apply techniques for reducing the negative effects of stress

--to identify sources of legal information and assistance and to identify procedures for dealing with common legal problems

--to apply basic techniques for effective money management

--to initiate a network/support system for expanding the job search

In addition to training and skills development, individual counseling and referral services are a crucial element of our displaced homemaker program. Our program has succeeded in becoming a partnership with existing community agencies. We work cooperatively with the Alabama State Employment Service,

Community Mental Health Center, Department of Pensions and Security, Human Resources Development Corporation, Rotary Club, area technical schools, and local businesses and industries.

Our cooperative efforts with the Alabama State Employment Service and with business and industry are essential elements in the College's off-campus job placement service. The Job Placement Director conducts a brief session on procedures for completing job placement forms and makes available to displaced homemakers a Business Resource File containing information about local and area businesses as well as sample employment application forms. Local employers contact our Placement Office and the Placement Director works closely with our project counselor to refer displaced homemakers for available jobs.

Further attempts to assist displaced homemakers in making career decisions and finding employment have been made through industry tours, panel discussions conducted by individuals employed in traditional and nontraditional jobs, and arrangements for work observation experiences at area businesses. After completing our program, many displaced homemakers have found employment, have opened businesses, or have created jobs for themselves. Such businesses which have recently been initiated include a catering service, an alterations business, a child care service, and a flower shop.

Follow-up telephone calls at 30- 60- and 90-day intervals provide a source of support for the women who complete our program and a source of information for our own evaluation of

the program's impact. These calls confirm the need for increased emphasis on job placement activities. Our present rate of placement in jobs and job training programs averages approximately 65 to 75 percent. One of our primary goals in 1983-84 is to strengthen our efforts to assist displaced homemakers in finding employment which helps them to become productive and financially independent citizens.

We consider the community or junior college a natural agency to provide educational, counseling, and job placement services to displaced homemakers. We have numerous resources already available that can be applied to the unique needs of this population, and perhaps most important, an integral part of our institutional mission is a strong commitment to responding to the needs of adults throughout our community. Among those adults is the rapidly expanding population of displaced homemakers. (1980 Census data reflect a 47 percent increase over the past decade in female-headed households in Coffee, Dale, and Geneva Counties alone.)

Those of us who are so closely associated with the displaced homemaker program are convinced that this program is a sound investment in the human resources of our nation and that it provides an avenue of effective and practical help to those individuals who are trying so desperately to help themselves.

31-631 O—84——8

Committee on Labor and Human Resources

Responses from Dr. Mary D. Bauer

1. How much involvement do you have with the private sector, in terms of placing trainees, designing training programs to meet the labor market demand, and obtaining additional financial or in-kind support?

Enterprise State Junior College is closely involved with area businesses and industries. An effective working relationship with the private sector has resulted in increased employment opportunities for program participants, modification and development of training programs designed to meet local demands, and additional financial support from private businesses.

In cooperation with local employers, the College operates a job placement service for students, graduates, and participants in the Career Training Program for Displaced Homemakers. Since 1980, approximately 75 percent of the 500 women who have participated in our displaced homemaker program have been placed in jobs or job training.

The College responds to information from local advisory councils and business leaders by initiating, restructuring, or discontinuing

training programs. As a result, the programs remain flexible enough to adapt to changing local, regional, and national labor force conditions.

In addition to providing labor market information to College staff, local employers have given scholarships and tuition assistance for many persons who enroll in short-term training programs. Furthermore, employers have arranged industry tours, career fairs and work observation experiences for participants in the College's displaced homemaker program.

The state of Alabama currently has six displaced homemaker centers located in junior and community colleges. At each site job placement directors have worked with business and industry to place approximately 75 percent of program participants in jobs or job training. Nontraditional career choices and new technologies are emphasized in all programs. The institution supporting each center matches federal funds on a 50-50 basis, and most consultants who speak to participants provide their services at no cost.

2. Is there a way to encourage more of this involvement, outside of federal machanisms for business input like the Job Training Partnership Act?

It is crucial that displaced homemaker program staff involve different segments of the local community in designing and implementing programs. Establishing linkages with community agencies and with business and industry enables staff members to identify available resources and to build necessary support systems for the program.

Although federal mechanisms such as the Job Training Partnership Act (JTPA) include references to displaced homemakers, several problems exist with the legislation and its interpretation:

--It is difficult to obtain a clear understanding of the specific legislation and how it will be implemented.

--There is no clear mandate in the legislation for services to displaced homemakers. Such services appear to be optional.

--It is not clear whether displaced homemakers can be recognized under JTPA as dislocated workers.

--The JTPA definition of displaced homemakers seems to be so restrictive that many people who could benefit from the program would be classified ineligible for training. Guidelines should be flexible enough to allow participation of individuals who have had temporary work experience in low-level jobs. Those persons who have been irregulary employed should not be penalized by being declared ineligible for training.

3. What is unique about displaced homemaker programs? Are they more effective for this clientele than other kinds of training programs, and if so, why?

Displaced homemaker programs are unique in the combination of services offered to a clientele with very specific needs. Displaced homemakers are generally mature women who have been homemakers for a substantial period of time, and who are seeking to become self-sufficient as a result of death of a spouse, divorce, or other loss of family income. These women are usually ineligible for unemployment conpensation, social security, public assistance, health insurance, or retirement benefits. They often lack self-confidence and vocational goals and are not aware of the skills and abilities they have developed during years of homemaking. They face additional obstacles in seeking employment because of their age and lack of recent paid work experience.

Displaced homemaker programs offer special services to enable women to make the transition to paid employment. Specifically, these programs provide assessment and transfer of skills developed during homemaking years, personal and career counseling, educational and employment information, and placement and referral services.

Programs designed for women in transition who are experiencing similar life crises build support

networks and help participants to develop confidence needed to become self-sufficient. No other programs offer this unique combination of services to this targeted population.

4. Have any of the participants in your programs been previous participants in other programs before they came to you?

Very few displaced homemakers have been participants in other programs. They are generally unaware of existing services and are ineligible for many programs.

5. Are you familiar with AFDC's WIN program? Briefly, do you think it is beneficial? What are its biggest failings?

The WIN program is not available to many people in rural areas in Alabama. In fact, the program is available in only 16 of the state's 67 counties. This program does not exist in any of the five counties served by our institution.

6, Do you think all AFDC recipients should be required to register for WIN or other training even though they have pre-school children?

If sufficient funds are made available for child care, AFDC recipients with pre-school children should be required to register for WIN or other training programs.

7. In your experience, do you think most displaced homemakers require basic skills training for a first job outside the home, or refresher training to update rusty skills or education? Are there programs available to address both of these needs in approximately the right proportions?

Displaced homemaker programs need to address the need for both basic skills and refresher training. Although many displaced homemakers have worked outside the home at some time in their lives, their work experience is generally limited, low-level, and out of date. Most participants need training for current jobs and emerging technologies.

8. What are some steps that individual women, employers and government should take to help women become less vulnerable to poverty in the event of a death or divorce?

--Include a federal mandate for displaced homemaker services in the new Vocational Education Act.

--Establish full-time funded multi-purpose service centers for displaced homemakers.

--Establish tax credits for employers who hire displaced homemakers.

--Develop child care resources required by mothers of pre-school children.

--Ensure that displaced homemakers are recognized as dislocated workers under JTPA legislation.

--Develop special programs to educate young women in making realistic career choices and in developing skills necessary for self-sufficiency.

9. In your experience, has substance abuse been prevalent among women in transition and how has it hindered their progres:

Substance abuse has not been prevalent among women in our program.

10. Is there currently a problem with the way child care costs are reimbursed under AFDC, providing a disincentive to the recipient for seeking employment?

Yes. There are problems associated with child care cost reimbursement which create disincentives to AFDC recipients for seeking employment. Continued efforts need to be directed toward removing disincentives and toward helping AFDC recipients to develop job skills and to obtain employment that will enable them to be self-sufficient.

11. Would state resource and referral programs for dependent care fill an unmet need?

Yes. State resource and referral programs for dependent care are needed.

12. Dr. Alexander, Director of the Women's Bureau, noted in her testimony that the Bureau had disseminated several publications and has sponsored workshops regarding the JTPA and how women can be served by it. What has been the response to these efforts by women in the field?

Women in our area are generally unaware of programs available through JTPA.

The CHAIRMAN. Ms. Keller, we are very happy to have you here.

STATEMENT OF MARGARET KELLER, GRADUATE OF A DISPLACED HOMEMAKER PROGRAM, ENTERPRISE, ALA.

Ms. KELLER. Thank you very much, Senator.

Good morning. I am Margaret Keller, a displaced homemaker. I may start crying because this is rather sad.

The CHAIRMAN. That is all right, Ms. Keller.

Ms. KELLER. I am very emotional.

The CHAIRMAN. Could I just ask you to pull that mike a little closer so we can all hear you real well.

Ms. KELLER. Oh, I'm sorry. Thank you.

Good morning. I am Margaret Keller, a displaced homemaker, mother of three sons and one teenage daughter. I have been divorced for 10 years. Prior to that I was a homemaker employed at many different short-term jobs, mainly as a waitress. Not having a formal education, I was reduced to work for very low wages.

In February 1981 I became ill. I was hospitalized for a short period of time but remained under a doctor's care, so there I was, no job, no income except for a little child support, and with a fair-sized hospital and doctor bill to be paid. I had always thought of myself as a strong person, a strong woman, a go-getter, but now I felt utterly defeated, alone, and frightened. The only thing that kept running through my mind was suicide. It had become my constant companion in the day and many sleepless nights.

My attitude that had once been positive now had nothing but negative overtones. I needed a job, but who would hire me at my age. I finally got up enough courage to go down to the State employment office. The man I spoke with saw how desperate I really was. There were jobs available but none that I was qualified for. He told me about a program where you could go to school and get paid at the same time, but this program required a high school diploma.

This is when I became acquainted with Enterprise State Junior College. I enrolled in night classes to prepare for the GED test. After I had attended several classes, Mrs. Metler, my instructor, gave me some sample tests just to see how I would do. She then encouraged me to go and take the test. She said that I was ready, and ready I was, because I took the GED test a week after my 51st birthday. I passed, so I got my high school diploma, and it made me very proud. I felt then that I had achieved my first goal.

Sometime during this time I met Mary Bauer. After a long conversation with her, I began to realize that this lady was throwing me an anchor—a new life, a new beginning. Excuse me.

The CHAIRMAN. You just take your time. We are also very, very influenced and moved by your testimony.

Ms. KELLER. She explained how the displaced homemaker program and the career development program worked for women in my position. I had heard of these programs but was not aware of how vital they really were and how much they could help me. For the first time in many months I felt a heavy burden being lifted. The more I learned, the more I wanted to learn. I became alive again. Many of my friends would keep telling me, "Marge, you can

do most anything," but I never really believed them until this time.

I signed up for the 6-week career training program. There were women there from all walks of life with all kinds of problems, but we all had one thing in common: we all wanted better. We wanted jobs. We wanted fulfillment. We wanted to be individuals whom others could respect.

The speakers at the career training program were men and women of many different professional backgrounds but there was one lady, very tiny in stature, nonprofessional, who impressed me the most. She was a black lady, and the story she told brought tears to my eyes. She spoke with such eloquence, how her life had been prior to the women's program at Enterprise State Junior College and how the program had helped transform her into a productive human being. After I listened to this fine lady speak, I made up my mind right then and there that now that I had my high school diploma, I would make the transition also.

With much help from a lot of people from Enterprise State Junior College, I enrolled as a full-time student in the fall quarter of 1981. A grant pays for my education. In November 1981 I went to work at a brandnew discount department store that was opening in our city. I was hired as a part-time employee at minimum wage but with small periodic raises I am now making somewhat more than that. I am still going to school full time and working full time now.

My major at college is midmanagement. It is rough going sometimes, but I don't get discouraged because I have set another goal, and that is to some day own my own small place of business, hopefully next year, with the good Lord's help.

In closing, I would like to emphasize how vitally important the career training program and the displaced homemakers program are to women in my position. We need these programs. Had it not been for the efforts of many people, I would not be here today to give this testimony. I am grateful to many people at Enterprise State Junior College who are responsible for the road to my recovery. My four children are all so proud of me, and because of that I have pride in myself once more.

Thank you.

The CHAIRMAN. Thank you, Ms. Keller. Senator Denton had planned to be here with us today but he has been held up in another committee meeting. We are in the real crucial time in this Congress. Therefore, he asked me to insert his statement in the record. I know that Senator Denton would be very proud of your testimony here today. I just want you to know that, and I am going to mention it to him.

Senator Hawkins has to excuse herself to call the Vice President, so I would like to have her introduce the witnesses from Florida, if we can, Ms. Fossedal. Then I would like to interrupt to allow Senator Grassley, who has another engagement as well, to make a statement for the record, if we can.

STATEMENT OF HON. CHARLES E. GRASSLEY, A U.S. SENATOR FROM THE STATE OF IOWA

Senator GRASSLEY. I don't think I should take the time to make a statement. I will just put it into the record, but I do want to thank you for your attention to this, and particularly as it touches on an area I am concerned about, which is the jurisdiction of Finance where I am also a member, of child support enforcement, in the hopes that this hearing that you are having here will reinforce our efforts to get legislation like that passed as well.

[The prepared statement of Senator Grassley follows:]

PREPARED STATEMENT OF SENATOR GRASSLEY

I applaud Senator Hatch for the initiative and leadership he is showing in holding this hearing as we look into the problems confronting women—displaced homemakers and women on welfare—as they move into the workforce. I am also encouraged by this fine panel of witnesses here today. They can help us determine what initiatives are being taken and what additional efforts can be made to deal with the many difficulties that especially face women in our society.

It is our national interest to keep families intact. It is the family structure that forms the citizen, lays the foundation for civil and political character, and shapes our destiny as a people. The upheaval, disorientation, and turbulent change felt by individuals in the broken family permeates every level in society. More than 50 percent of the children in families headed by women live in poverty, compared with only 8 percent in husband-wife families. We now call this the "feminization of poverty."

One of the many problems that women face is the necessity to enter the workforce because of inadequate child support enforcement. Tax payers are forced to foot nearly $4 billion yearly in delinquent payments through welfare. One official at the U.S. Office of Child Support Enforcement estimates unpaid child support accounts for 80 percent of those mothers receiving AFDC (aid to families with dependent children). In America today, women still carry the major responsibility for child rearing.

I have introduced a bill which would arm State support enforcers with expedient procedures to collect unpaid child support.

This is one small effort, in dealing with reasons women are forced into the workplace. I am also encouraged to see cooperation between private industry and women's employment programs of the kind we will hear more about today. It is incumbent upon all of us to work together in these efforts.

The CHAIRMAN. I think this hearing is going to provide all of us with a lot to do. We have legislation we are filing tomorrow that will be a beginning—well, not a beginning, but it will certainly be one of many steps we are taking—that will answer some of the problems that our witnesses have been raising here today, so we are really pleased to have this hearing. We have a number of other bills that we are working on as well.

We will put your statement in the record, without objection, as though delivered. Let's turn to Senator Hawkins.

Senator GRASSLEY. Thank you.

The CHAIRMAN. Senator Hawkins.

STATEMENT OF HON. PAULA HAWKINS, A U.S. SENATOR FROM THE STATE OF FLORIDA

Senator HAWKINS. I am really proud to be a member of this committee, and would like to tell the ladies here how hard Senator Hatch and I fought when we were changing CETA into the Job Training Partnership Act. One of our biggest points of contention with the administration—and we finally won—was the consideration for displaced homemakers, the inclusion of child care, and the

inclusion of transportation for displaced homemakers, who we felt needed the training and the assistance the most.

It gives me great pleasure today to introduce some Florida constituents on this program, Ms. Margaret Joynes, who is director of Project MOVE of Bradenton, and she is accompanied by a client, Ms. Barbara Gascon.

I would also like to recognize a constituent of mine that is sitting on the front row in the lavender suit, who is Martha Franklin. She is a leader in our State with the League of Women Voters. She is also the chair of the Displaced Homemaker Study Committee in Polk County, and president of the Bay Area Consortium for Women. She is an acknowledged authority throughout the United States, and I wanted you gentlemen to know that she cares enough to come and participate, even in the audience. We really do appreciate her expertise and I want to thank her for all of the opportunities I have had to work with her and the help that she has given us.

We welcome Ms. Joynes in her testimony at this time.

[The prepared statement of Senator Hawkins follows:]

PREPARED STATEMENT OF SENATOR HAWKINS

Mr. Chairman, I am pleased that you are holding these important hearings on programs and policies assisting women in the workforce. I have been very alarmed at what is being termed the "feminization of poverty" in this country. It is very disturbing to realize the high percentage of older women who live below the poverty line because of inadequate pensions or lack of access to their spouse's pension. I was shocked at the number of women forced to apply for welfare for their families because of late or non-existent child support payments, and I've personally experienced the difficulty women of all ages face upon entering the job force. I am particulary concerned about the plight of women who have dedicated their lives to their families, to being a homemaker, only to find themselves—by reasons of divorce or death of a spouse—financially devastated and without the marketable skills necessary to obtain employment.

The Administration has endorsed legislative reforms in the child support enforcement program and reforms in our private pension programs which will improve this situation. We still, however, need to address the special problems of displaced homemakers, these talented women whose skills, although valuable, are rarely marketable. Last year this Committee developed a new federal employment and training program that relegates the funding decision for training programs to the local Private Industry Councils. I have been concerned that many of these PIC's have ignored the special needs of displaced homemakers. I hope that the continuation of funding for the National Displaced Homemakers Network in the recent Labor, HHS, Education Appropriations bill will provide many of the local displaced homemaker programs with the technical expertise necessary to continue and expand their programs.

I look forward to today's testimony by the Women's Bureau as well as the administrators and clients of employment and training programs serving women. I am especially pleased that a Florida program, Project MOVE, of Bradenton, Florida, is represented at today's hearings. I also wanted to recognize a constitutents of mine who is in the audience, Martha Franklin of the League of Women Voters in Florida. Martha is Chair of the Displaced Homemaker Study Committee in Polk County and President of the Bay Area Consortium for Women. She is an acknowledged authority on this subject in Florida, and I want to take this opportunity to thank her for all her help and assistance.

The CHAIRMAN. Thank you, Senator Hawkins.

I might add that Senator Hawkins is under a lot of pressure this morning, but she wanted to stay to be able to introduce you two. There is just nobody that works harder on this committee or in this Congress for women than Paula Hawkins. I just want you to know

that. I am trying to follow her lead, and we will see what can be done here.

Before we resume with testimony of the witnesses, we will receive for inclusion in the record at this point a statement by Senator Denton.

[The prepared statement of Senator Denton follows:]

125 USC

THE HONORABLE JEREMIAH DENTON
HUMAN RESOURCE IMPACT OF FAMILIES
AND WOMEN IN TRANSITION

NOVEMBER 8, 1983

MR. CHAIRMAN. I WANT TO TAKE THIS OPPORTUNITY TO EXPRESS MY ADMIRATION FOR YOUR EFFORTS IN FORMULATING THIS HEARING TOPIC AND BRINGING TOGETHER THESE WITNESSES TO DISCUSS THE PROBLEMS OF WOMEN WHO ARE IN NEED OF JOB TRAINING OR ACADEMIC WORK TO PREPARE FOR ENTRY OR REENTRY INTO THE LABOR FORCE. THIS HEARING IS, OF COURSE, OF PARTICULAR INTEREST TO ME AS CHAIRMAN OF THE SUBCOMMITTEE ON FAMILY AND HUMAN SERVICES. THE SUBCOMMITTEE HAS JUST RECENTLY CONCLUDED A FOUR-PART HEARING SERIES ON BROKEN FAMILIES. IN THAT SERIES OF HEARINGS, WE HEARD A GREAT DEAL OF TESTIMONY ON THE EFFECTS OF DIVORCE, SEPARATION, AND CONFLICT WITHIN MARRIAGE ON WOMEN.

FOR INSTANCE, CONNIE MALLET, INTERNATIONAL PRESIDENT OF PARENTS WITHOUT PARTNERS, TOLD THE SUBCOMMITTEE THAT, "IT IS NOT EASY FOR A SINGLE PARENT TO GO TO NIGHT SCHOOL OR GET SPECIALIZED JOB TRAINING. TUITION, NO MATTER HOW LOW, IS BEYOND THE MEANS OF MOST SINGLE PARENTS WHO ARE TRYING TO FIGURE OUT HOW TO BUY SNEAKERS FOR THEIR CHILDREN. MOST GOVERMENT TRAINING PROGRAMS TAKE PLACE DURING THE DAY, AND THEREFORE ARE OUT OF REACH FOR MOST SINGLE PARENTS WHO WANT TO WORK RATHER THAN GO ON WELFARE."

TODAY, I BELIEVE THAT WE WILL HEAR TESTIMONY FROM THE DIRECTORS OF EXEMPLARY PROGRAMS THAT HAVE FOUND WAYS AROUND SOME OF THE BARRIERS TO JOB TRAINING THAT MISS MALLET AND OTHERS IDENTIFIED DURING THE COURSE OF THE SUBCOMMITTEE'S HEARINGS. I LOOK FORWARD TO HEARING ABOUT THE GOOD WORK THAT IS BEING DONE IN WASHINGTON, D.C., WISCONSIN, FLORIDA, AND IN MY OWN HOME STATE OF ALABAMA BY DR. MARY BAUER AND HER STAFF AT ENTERPRISE STATE JUNIOR COLLEGE. MOREOVER, I AM PARTICULARLY INTERESTED IN HEARING MISS MARGE KELLER OF ENTERPRISE TALK ABOUT THE TIME SHE HAS SPENT IN THE CAREER TRAINING PROGRAM. IN ADVANCE, HOWEVER, I WOULD LIKE TO CONGRATULATE HER FOR HER SUCCESS AND RECOGNIZE HER FORTITUDE IN MEETING THE DIFFICULT CHALLENGES OF SINGLE PARENTHOOD.

MR. CHAIRMAN, I WILL CONCLUDE BY AGAIN APPLAUDING YOUR LEADERSHIP. I HOPE TO WORK CLOSELY WITH YOU AS THE COMMITTEE CONSIDERS ANY LEGISLATION DESIGNED TO ASSIST PROGRAMS WHICH PREPARE DISPLACED HOMEMAKERS FOR THE WORKPLACE.

The CHAIRMAN. Let's turn to you, Ms. Joynes. We are looking forward to your testimony.

STATEMENT OF MARGOT JOYNES, EXECUTIVE DIRECTOR, PROJECT MOVE, MANATEE COUNTY SCHOOLS, BRADENTON, FLA.

Ms. JOYNES. Thank you, Chairman Hatch and members of the committee. I am pleased to have this opportunity to share our experiences working with displaced homemakers in Manatee County, Fla., since 1978.

I am not going to get into what are our displaced homemaker clients like, which is in my testimony. I think most of you are aware of it. I would like to emphasize certain things that we have discovered in these years.

We have discovered to serve the many needs that a program must be able to provide multiple services and to act as a human resource center. We have also discovered that these women do not have information about the resources that are available in the local community when they are in the process of transitioning into paid employment, and this is an important element of any program.

Our clients view job training as a means to employment and greater economic stability, and they prefer training lasting 2 to 6 weeks, directed toward specific vocational goals. This is a finding that coincides with a Florida needs assessment study focusing on displaced homemakers and other special groups which was conducted in 1980 by Dr. Ann Bromley of Santa Fe Community College. They do, however, regard financial help, cost of tuition, and books as important in making their enrollment decisions. Our clients especially need help in finding a job and help in learning employability skills, general skills needed to get and to keep a job.

New Options conducted a survey of local businesses to find out their needs and attitudes about displaced homemakers. We found they wanted applicants, job applicants, to have employability skills and a desire to work steadily and enthusiastically, qualities displaced homemakers already have. The survey of nearly 200 employers revealed further that they had positive feelings toward the mature woman as a worker, but our employers did not know the meaning of the term "displaced homemaker."

I would also like to share with you some of the problems that we have encountered. The term "displaced homemaker" carries a negative connotation to some of our clients because they tell us, "We will always be homemakers. We are not changing jobs. We are taking on an additional role as a paid employee."

We have also found, as I indicated, there is a general unawareness in business about who a displaced homemaker is and exactly what that term covers. We feel the general public has trouble identifying with displaced homemakers' needs because of an attitude that, "It can't happen to me. We will be married forever and grow old together."

Funding for displaced homemaker programs is generally uncertain. Every year one must continuously work at creating financial resources in order to continue services. This means that it has been hard to do long-range planning and to keep program continuity.

Many clients come in real crisis. They face empty cupboards, empty refrigerators, with unpaid rent or mortgages, lights and water about to be turned off, and so forth. We have no way to help these clients in an immediate timeframe. For those eligible, aid presently available through aid to families with dependent children and food stamp programs may take weeks to receive.

Many clients come in for services but, due to denial of their situation, they postpone action in hopes their situation will get better, only to reappear months later in greater crisis. A problem common to the Sun Belt area is that it attracts a great number of retirees, and therefore it is an area high in widows. In addition, the appeal of a fresh start in a warm, sunny climate attracts many displaced homemakers who pack up their children and come South to start over. The South also has an appeal to military families, and our program has assisted former military wives.

All of these groups have, in most cases, left their support system behind. A support system is very important for them to continue in a new life, and our center is instrumental in meeting this need of creating a new support system. In our State we have a great deal of seasonal and/or part-time employment. Part-time employment carries no benefits, which displaced homemakers desperately need.

Laws in which the funding language is stated in terms of "may provide services to displaced homemakers" often result in no services being offered. A good example is found in the Job Training Partnership Act operation in a 5-county consortium south of us in Florida, where the Private Industry Council appointed the former CETA program operators to draw up a plan of operation.

Their plan includes no mention of displaced homemakers, but focuses only on the economically disadvantaged. This limited focus facilitates their recordkeeping and program operation. The Private Industry Council, which contains only two women, both of whom are educators, has not previously asked for public opinion, and there is a strong chance that this council will rubber stamp the plan.

Another problem common to many displaced homemakers is the inability to collect child support and the general attitude of many public officials. For example, in a newspaper on November 1 a reporter provides the following quote from a local judge: "The problem is that the first wife and kids have ended up on AFDC," he explained. "If the judge orders the father to pay her child support or go to jail, then his second family will suffer and likely end up on AFDC as well." The homemakers who do go back to court to seek relief face court expenses they can ill afford, and they have no guarantee a serious attempt will be made to see that they receive their child support money.

One of the main fears that our displaced homemakers have is of illness or disability. They have no health insurance and the cost of private health insurance is out of reach financially. They fear they may be disabled and then they will have no way to support themselves.

The displaced homemaker with children school age and younger faces the expensive burden of child care. This assumes that there are adequate facilities open to accommodate flexible working hours. In our area child care costs $40 to $50 a week, per child. Dis-

87-681 O—84——9

placed homemakers often take entry-level jobs that pay low wages, and thus their salary is greatly diminished by child care costs.

In addition to child care, money is needed by displaced homemakers to pay for gasoline to look for jobs and to get to and from jobs. This especially affects rural and urban homemakers without adequate public transportation. Locally, our industry tends to build in the outlying areas.

As I indicated before, many of our clients need specific, short-term, intensive training. If they are to stay in training long enough to really help them get a higher paying job, they will need financial aid. They already have one role as a homemaker, plus the role of a student, and they are unable to work full time to provide money to meet needs. We find many of our displaced homemakers do not have a family with financial resources to help them for any length of time.

The displaced homemakers have been in a nurturing role, and when it comes to career or job, often feel this is where they want to be. The older displaced homemakers cannot identify with nontraditional employment which offers higher pay. They are seeking regular hours compatible with their family.

Based on our program's work with displaced homemakers, we would like to make the following recommendations: One, funding language in any legislation must state services "shall be" provided to the displaced homemakers. The language should not read that services "may be" provided, as this allows for permissiveness in whether or not displaced homemakers can expect to receive help.

The CHAIRMAN. Let me interrupt you one second, Ms. Joynes. We have been chatting up here just a little bit about one of the points you are making. I am really a little upset about this aspect of JTPA implementation myself. You know we all worked very, very hard on that bill and we felt the final compromise adequately took care of displaced homemakers, but we are finding that, in some areas, the very same CETA employees who ruined CETA to begin with are coming in to set up the new JTPA programs. Now, do you think it would be helpful if we held hearings on the private industry councils and on how States and service areas are serving displaced homemakers under JTPA?

Ms. JOYNES. Decidedly so.

The CHAIRMAN. I think we will do that. As you know, JTPA just got started October 1, but I am really upset about it because it appears the program planners are ignoring a whole section we provided on displaced workers-displaced homemakers. They are ignoring it because of the use of the term "may." I think we will try and hold such a hearing. I presume we will have a lot of help from you women in helping us to set up those hearings.

Ms. FOSSEDAL. Would you like a council from Wisconsin?

The CHAIRMAN. I didn't hear you. What?

Ms. FOSSEDAL. Would you like a PIC council from Wisconsin?

The CHAIRMAN. We may very well. I think we ought to get good ones and we ought to get some that aren't so good. We ought to follow up on this because I am really upset about it. You know, we provide a bill that really has potential, really can do a lot of good and can really help solve problems, and although it isn't a panacea for every problem, we expect the provisions to be carried out.

On the other hand, we figured we would get $1 billion more in actual job training funds over what the CETA funds were while saving about 60 percent of the total cost of CETA. Now to me that is what good legislation should be like—meeting the needs of people, getting that legislation to work better, and doing more for less, you see. However, I am finding that that isn't quite the case at least as far as displaced homemakers are concerned.

I didn't mean to interrupt you, but I just wanted to get your opinion as to whether or not you think that is what should be done. People in this room felt unanimously that that is what we need to do. We would like some other suggestions from you as to what kind of hearings we should hold. You had a point, Ms. Madison, before I go back to Ms. Joynes.

Ms. MADISON. I was simply going to say that we would welcome that kind of an oversight hearing on all of the targeting that is within the JTPA, because AFDC women are also women in transition targeted by JTPA, and we are very concerned about whether local PIC's are, in fact, targeting services for the entire realm of women targeted by it.

The CHAIRMAN. Well, I will commit to you as chairman of this committee that we will do that. We will hold hearings. We don't have to worry only about JTPA. There are a lot of other things we probably should hold oversight hearings on that I will be happy to consider, so don't be afraid to recommend them to us. OK?

We will get back to you, Ms. Joynes. I apologize for interrupting you.

Ms. JOYNES. Well, there is, I think, a decided need in that area.

The second recommendation is that displaced homemakers must be made part of the targeted jobs tax credit. This will make business more aware of them and encourage their hiring.

Three, there must be multiple sources of funding available to meet the wide range of needs. Our program has survived since 1978 only because we had more than one source of funding to tap. Having several funding sources allows programs to serve in more ways displaced homemakers of all ages and from all segments of our society.

Four, grant dollars should be established for displaced homemaker programs on a renewable, continuing basis for a period of time. We were talking beforehand that for $10,000 and $20,000, every year you write a 100-page grant application.

Five, funding must be adequate to allow for a staff of several people. One person cannot effectively be a comprehensive human resource center, with information, counseling services, and workshops.

Six, some provision must be made to meet the health needs of displaced homemakers and to provide them, likewise, with temporary disability coverage.

Seven, language in any legislation affecting displaced homemakers should not state an age limit but be based upon providing unpaid services in the home. Florida State legislation uses the age limitation of 35 years or older, and this means that in the State of Florida one-fourth of the displaced homemakers cannot be served under State funding. Florida has been considered a State composed of more mature people, and other States may have a higher per-

centage of displaced homemakers which could not be served due to an age limitation.

Eight, homemakers should be allowed to open an IRA in their own right and to build a retirement plan and should be encouraged to do so.

Nine, provision must be made for uniform enforcement and collection of child support. Lack of this is one of the major reasons so many female heads of household are living in poverty or just barely making ends meet.

Ten, retirement should be considered as deferred earnings and must be considered community property.

Eleven, former military wives who were divorced prior to September 1982 after long-term marriages to servicemen need to have the right to receive a part of the serviceman's retirement.

Twelve, provision must be made for adequate day care facilities for those homemakers who must work to earn a living for their family.

Thank you.

The CHAIRMAN. Thank you.

[The prepared statement of Ms. Joynes and responses to questions submitted by Senator Hatch follow:]

TESTIMONY ON DISPLACED HOMEMAKERS

By: Margot Joynes

Coordinator, New Options Center
5603 34th Street West
Bradenton, FL 33507

Before the Labor & Human Resources
Committee - of the U.S. Senate
Honorable Orin Hatch, Chairman
November 8, 1983

Chairman Hatch and members of the Subcommittee, I am Margot Joynes, program coordinator, New Options Center of Bradenton, Florida. My testimony today is in behalf of displaced homemakers.

I am pleased to have this opportunity to share our experiences working with displaced homemakers in Manatee County, Florida.

31-631 O—84——10

Manatee County, Florida located on the Gulf Coast 40 miles south of Tampa, Florida and has had services for displaced homemakers since December 1978. In Spring 1978 local citizens met to assess needs and services and with their backing CETA Title VI funds were applied for to begin a program under the sponsorship of the Manatee Network of Florida Department of Health & Rehabilitative Services. In 1979 the project formed an advisory board of concerned citizens who were to be so important in later years.

Since all of the original CETA funding was not used in a year, the program sought an extension to provide an additional six months of services. This extension was granted but unfortunately CETA funding was being cut back and funds were withdrawn from this project. The Advisory Board was actively seeking a way to continue services and learned through National Displaced Homemakers staff that the Vocational Education Act had a provision for service to displaced homemakers. Meetings were held with school board officials and then a presentation was made before the school board to request they apply for a federal vocational education grant. While the grant was under consideration the program struggled to survive and did so using a small sum of money from the state displaced homemakers funding for two months. Florida had passed an act to serve displaced

homemakers in 1976 but did not fund the programs until 1978 and then only in a few areas. When the program's funding ran out, an advisory board member donated funds to pay one staff salary and Florida Department of Health & Rehabilitative Services agreed to continue providing office space. In September 1980, word of vocational funding was received enabling services to continue.

In June, 1981, the program moved to the Manatee Area Vocational & Technical Center and continued with renewed Vocational Educational Act funds.

Advisory Board members still had as a major goal, to locate additional funding for the expansion of services from a staff of one to several members to meet needs which had been established from previous projects.

In 1982 word was received that state funding was available for the county and application was made by the School Board of Manatee County for these funds which finally were available in April 1983. The initial funds and continued state dollars for displaced homemakers allowed expansion of staff to include the addition of a full-time receptionist-clerk and an occupational specialist and additional services which gave the program a big impetus.

Vocational education funding was continued in 1983-1984 which allows our program to serve homemakers of all ages and not just those 35 and older as designated in the Florida displaced homemakers legislation.

What are our displaced homemakers clients like? They have been in the home many years. They had planned to spend a life-time devoted to homemaking. The displaced homemakers we serve are very vulnerable, coming from homemaking responsibilities in a period of great stress. They lack self esteem, self confidence. They lack awareness of themselves as worthy individuals with potential. We hear them over and over saying they do not have any marketable skills. In addition to lacking knowledge about self, they lack knowledge about community resources and information about the local labor market. The stress from a major life crisis and pressure to get paid employment often leaves them with health problems. Most of them have real financial need. Many of them need legal help. They are all ages and stages in a life transition. Their educational backgrounds range from a 6th grade education to a Bachelor's degree. We have seen various racial backgrounds. All of our clients seem comfortable on a vocational campus which primarily serves adults. They have a strong need for support from a staff and peers who realize they have lost their social

identity in a world they perceive as made up of couples who are indifferent to their new situation.
We have found they do not identify with other programs. They don't like the "welfare" image and do not want a handout. They want to earn a decent living to support their families and provide for themselves in later life.

They view job training as a means to employment and greater economic stability. They prefer training lasting 2-6 weeks directed toward specific vocational goals, a finding coinciding with the Florida Needs-Assessment Study Focusing on Displaced Homemakers and Other Special Groups, conducted in 1980 by Dr. Ann Bromley, Santa Fe Community College. They regard financial help, cost of tuition and books as important in making enrollment decisions.

Our clients especially need help in finding a job and help in learning employability skills - general skills needed to get and keep a job. They are unaware of where to go for job and career information.

To serve these many needs our program must be able to provide multiple services, to act as a human resource center. At our program, New Options, we provide specialized information on community resources in a central location

saving clients time and helping to prevent stress. We help clients assess their needs and identify resources to help them meet these needs. We provide peer counseling individually and using a team approach utilizing the strengths of staff members. We provide an intense two week workshop in a small group setting which covers life/work planning and specific employability skills such as how to search for jobs, how to prepare applications, letters, and resumes as well as how to be groomed for employment and how to successfully interview. We work in our workshop on identifying transferable skills and strengths acquired from homemaking. We emphasize goal setting. The New Options Center's goal is to accentuate the positive side of their lives and build on this which naturally increases self confidence and self esteem. The group setting with peers also builds self confidence and allows them to help each other and build a support system.

We follow our workshop with a series of early morning meetings which serve to provide additional information needed by clients as well as feedback and encouragement in their job search efforts. These meetings have lasted for approximately two weeks since we have found clients are employed or well on the way to employment by then. We provide placement assistance and are averaging 80 percent

placement with our last three groups. We continue to be available to clients after they are employed to encourage them to achieve long term goals.

On a monthly basis we hold one or more additional workshops, seminars, programs to meet a perceived need such as budgeting, financial planning, coping, health, legal rights, grooming and dress, self defense, nutrition, etc.

As a facet of our program, we have been working with our displaced homemakers to develop a social network which allows them to meet each other in a positive setting.

New Options conducted a survey of local businesses to find out their needs and attitudes about displaced homemakers. We found they wanted applicants to have employability skills and a desire to work steadily and enthusiastically, qualities displaced homemakers already have. Our workshop was designed to provide the employability skills. The survey of nearly two hundred employers further revealed they had positive feelings toward the "mature" woman as a worker. Employers did not know the meaning of the term displaced homemaker.

Our program has been fortunate in that Altrusa, a woman's international service organization, is serving as a resource and providing tapes by its members designed to be motivational and informational. Altrusa members are acting as interviewers for workshop participants. Altrusa is also sponsoring a job shadowing day and has made plans to provide positions in members' work settings for displaced homemakers to get actual experience.

The program has the support of a community advisory board whose members have included a lawyer, banker, retired physician, newspaper publisher, Florida state representative as well as many other people active in the local community. These members have made speeches, written letters, sponsored an open house, and been involved in fund raising activities. They have planned to sell sno cones at a community street fair this month to raise additional funds to provide more assistance for the New Options Center to meet the wide range of needs being discovered.

Our program has solicited and received financial support from various local community groups and churches to help clients caught in a severe financial bind. In contacts with other displaced homemaker centers I discovered that a

colleague in Naples as had tremendous support from local groups enabling her to provide badly needed help to clients.

Another aspect of our program is that of ongoing support. We are available to clients on a long term basis. We have found that we might see a homemaker, lose touch and receive a call again perhaps as long as two years later. The client is ready at this point in life to get involved in training and education or perhaps to work towards advancement in a presently held job or look for a job with more opportunities for advancement.

We make every effort to get evaluations on services and to follow-up on displaced homemakers progress. This can be difficult because the situation often means a woman has to move and often cannot afford a telephone. The group participants know us better and make an effort to keep in touch with each other and the program. Many of them are willing to volunteer time to the Center to help because of the positive change in their lives.

In summary, our program tries to meet the needs of the displaced homemakers as we have perceived them. We see the New Options Center as a human resource program providing information of all kinds to homemakers who are unaware of

resources and services available in their time of need. We provide much needed support to enable them to more successfully weather a difficult transition period in their lives. We serve as a broker for education and training.We work with them to meet financial, legal, and health needs. We help them to set goals and work to achieve these goals by knowing themselves and their strengths and skills. We help them to work on communication skills because many have talked to children for years and feel they don't know how to talk to adults. We work on dress and grooming needed for the world outside the home. We teach and/or polish skills necessary to go out and get employment and work with them as they carry out the necessary steps to transition into paid employment. For those few homemakers who need more than crisis counseling, support and preparation for employment we refer them to a local mental health agency for therapy. We also do a surprising amount of providing information about and referrals to the local state employment service. Our goal is to help homemakers become self sufficient again and to be able to provide strength to their families and community.

With the divorce rate continuing to be alarmingly high and the death or disablement of the sole bread winner

occurring at all ages, displaced homemakers are being created daily.

Working with displaced homemakers we have encountered a variety of problems. The term displaced homemakers carries a negative connotation to many clients. They tell us "we will always be homemakers. We are not changing jobs, we are taking on an additional role as a paid employees". This makes these people unique. Displaced workers and the unemployed have had recent experience with paid employment earning a business title and paying into retirement. The displaced homemaker has functioned in a job that society does not reward nor financially respect, especially when one is looking for employment. They have no money set aside for retirement, no health insurance to convert. In short, they have worked many years in a career which is unrewarded and unrecognized when the time comes to seek paid employment. They will continue with a homemaking career while taking on an additional career.

We have found a general unawareness in business about who is a displaced homemaker and what the term means.

We feel the general public has trouble identifying with the displaced homemakers needs because of an attitude that it

can't happen to me. We will be married forever and grow old together.

Funding for displaced homemakers programs is generally uncertain. Every year one must continuously work at creating financial resources in order to continue services. This means it has been hard to do long range planning and to keep program continuity.

Many clients come in real crisis. They face empty cupboards, empty refrigerators, with unpaid rent or mortgages, lights and water about to be turned off, etc. We have no way to help these clients in an immediate time frame. For those eligible, aid presently available through Aid to Families with Dependent Children and Food Stamp programs may take many weeks to receive.

Many clients come for services but due to denial of their situation they drop out postponing action in hopes that their situation will get better, only to reappear months later.

A problem common to the Sunbelt area is that it attracts a great number of retirees. Therefore, it is an area high in widows. In addition, the appeal of a fresh start in a warm sunny climate attracts many displaced homemakers who pack up

the children and come south to start over. The South also has an appeal to military families and our program has assisted former military wives. All of these groups have in most cases left their support system behind. A support system is very important for them to continue in a new life. Our Center is instrumental in meeting this need of creating a new support system.

In our state, Florida, we face the problem of lower than average wages and a lot of seasonal and/or part time employment. Part time employment carries no benefits which displaced homemakers desperately need.

Laws in which the funding language is stated in terms of "may provide services to displaced homemakers" often result in no services being offered. A good example is found in a Job Training Partnership Act operation in a five county consortium in south Florida, where the Private Industry Council appointed the former CETA program operators to draw up a plan of operation. Their plan includes no mention of displaced homemakers but focuses only on the economically disadvantaged. This limited focus facilitates their record keeping and program operation. The Private Industry Council, which contains only two women who are educators, has not previously asked for public opinion and

there is a strong chance that this council will rubber stamp the plan.

Another problem common to many displaced homemakers is the inability to collect child support and the general attitude of many public officials. For example, in the NAPLES DAILY NEWS, November 1, 1983, reporter Cheryl Koenig quotes a local judge, "'The problem is that the first wife and kids have ended up on A.F.D.C.,' he explained. 'If the judge orders the father to pay her child support or go to jail, his second family will suffer and likely end up on A.F.D.C. as well.'"

The homemakers who go back to court to seek relief face court expenses they can ill afford and they have no guarantee a serious attempt will be made to see that they receive the child support money.

One of the main fears that displaced homemakers have is illness or disability. They have no health insurance and the cost of private health insurance is out of reach financially. They fear they may be disabled and have no way to support themselves.

The displaced homemaker with children, school age and younger, faces the expensive burden of child care. This

assumes that there are adequate facilities open to accomodate flexible working hours. In our area child care costs $40 to $50 dollars a week per child. Displaced homemakers often take entry level jobs that pay low wages and thus their salary is greatly diminished by child care costs. In addition to child care, money is needed by displaced homemakers to pay for gasoline to look for jobs and get to and from jobs. This especially affects rural and urban homemakers without adequate public transportation. Locally, our industry tends to build in outlying areas.

Many of our clients need specific short term intensive training. If they are to stay in training long enough to really help them get a higher paying job, they will need financial aid. They already have one role as homemaker plus the role of student and are unable to work full time to provide money to meet needs. We find many displaced homemakers do not have a family with money to help them for any length of time.

The displaced homemakers have been in a nurturing role and when it comes to a career or job often feel this is where they want to be. The older displaced homemaker cannot identify with non-traditional employment which offers higher

pay. They are seeking regular hours compatible with ~~they~~ their family.

Based on our program's work with displaced homemakers, we would like to make the following recommendations:

1. Funding language in any legislation must state services shall be provided to displaced homemakers. The language should not read that services "may be provided" as this allows for permissiveness in whether or not displaced homemakers can expect to receive help.

2. Displaced homemakers must be made a part of the targeted jobs tax credit. This will make business more aware of them and encourage their hiring.

3. There must be multiple sources of funding available to meet the wide range of needs. Our program survived only because we had more than one source of funding to tap. Having several funding sources allows programs to serve in more ways displaced homemakers of all ages and from all segments of our society.

4. Grant dollars should be established for displaced homemaker programs on a renewable continuing basis for a period of time.

5. Funding must be adequate to allow for a staff of several people. One person cannot effectively be a comprehensive human resource center with information, counseling services, and workshops.

6. Some provision must be made to meet the health needs of displaced homemakers and to provide them, likewise, with temporary disability coverage.

7. Language in any legislation affecting displaced homemakers should not state an age limitation but be based upon providing unpaid services in the home. Florida state legislation uses the age limitation of 35 years of age or older. This means that in the state of Florida one-fourth of the displaced homemakers cannot be served. Florida has been considered a state composed of more mature people. Other states may have

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higher percentages of displaced homemakers, which cannot be served due to age limitations.

8. Homemakers should be allowed to open an IRA in their own right to build a retirement plan and should be encouraged to do so.

9. Provision must be made for uniform enforcement and collection of child support. Lack of this is one of the major reasons so many female heads of household are living in poverty or just barely making ends meet.

10. Retirement should be considered as deferred earnings and must become community property.

11. Former military wives, who were divorced prior to September, 1982, after long term marriages to servicemen, need to have the right to receive a part of the serviceman's retirement.

12. Provision must be made for adequate day care facilities for those homemakers who must work to earn a living for their families.

JAN 3 1 1984

NEW OPTIONS CENTER
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Bradenton, FL 33507
(813) 753-1174/756-2641 Ext. 233

- ☐ Outreach
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- ☐ Job Interview Techniques/ Resumes
- ☐ Job Counseling
- ☐ Financial Management
- ☐ Job Placement Assistance

January 23, 1984

Orrin G. Hatch, Chairman
Committee on Labor and Human Resources
United States Senate
Washington, D. C. 20510

Dear Senator Hatch:

It was an honor to testify before the Senate Labor and Human Resources Committee on behalf of displaced homemakers. Their needs truly are great and your efforts on their behalf are much appreciated.

Both Barbara Gascon and myself were delighted to receive our photographs from the Senate Hearing. Many thanks for your thoughtfulness.

Please find the answers to your written questions enclosed. The press of the holiday season and work with clients have delayed my response.

Sincerely,

Margot Joynes

Margot Joynes
Program Coordinator

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Funded By Florida Division of Vocational Education, Department of Health and Rehabilitative Services, District VI

QUESTIONS FOR MS. MARGOT JOYNES

1. How much involvement do you have with the private sector, in terms of placing trainees, designing training programs to meet the labor market demand, and obtaining additional financial or in-kind support?

2. Is there a way to encourage more of this involvement, outside of federal mechanisms for business input like the Job Training Partnership Act?

3. What is unique about displaced homemaker programs? Are they more effective for this clientele than other kinds of training programs, and if so, why?

4. Have any of the participants in your programs been previous participants in other programs before they came to you?

5. Are you familiar with AFDC's WIN program? Briefly, do you think it is beneficial? What are its biggest failings?

6. Do you think all AFDC recipients should be required to register for WIN or other training even though they have pre-school children?

7. In your experience, do you think most displaced homemakers require basic skills training for a first job outside the home, or refresher training to update rusty skills or education? Are there programs available to address both of these needs in approximately the right proportions?

8. What are some steps that individual women, employers and government should take to help women become less vulnerable to poverty in the event of a death or divorce?

9. In your experience, has substance abuse been prevalent among women in transition and how has it hindered their progress?

10. Is there currently a problem with the way child care costs are reimbursed under AFDC, providing a disincentive to the recipient for seeking employment?

11. Would state resource and referral programs for dependent care fill an unmet need?

12. Dr. Alexander, Director of the Women's Bureau, noted in her testimony that the Bureau had disseminated several publications and has sponsored workshops regarding the JTPA and how women can be served by it. What has been the reponse to these efforts by women in the field?

ANSWERS FOR U. S. SENATE LABOR AND HUMAN RESOURCES COMMITTEE

1. We are involved in the private sector in the placement of our clients. We conducted a survey of employers to ascertain their employment needs and policies. These meetings gave us contact people to refer clients to. Employers in Manatee County indicated a willingness to hire the mature woman. We do not receive financial or in-kind support from employers.

2. We believe private sector support can be solicited on a personal basis. We also believe it is effective to have employers sit on our advisory committee and that local citizens on the advisory committee can effectively solicit private sector support. Our survey indicated many businesses did not know what a displaced homemaker was.

Inclusion in the Targeted Job Tax Credit would increase their awareness. As it stands now, we compete with AFDC recipients who do get tax credit.

3. Our programs are unique in that we are multi-faceted. In one office we offer a combination of services: crisis counseling, personal counseling, coping skills such as Mental Health offers, employment counseling and contacts such as state employment agency, educational counseling and classes such as an adult school or junior college would offer. We also offer information and referral services. We know the needs of displaced homemakers are many and we strive to meet them all. We also have a program that is staffed with role models, former displaced homemakers who are successfully managing their lives.

I believe they are more effective for clientele because we know displaced homemaker needs and meet them. We also offer ongoing support and follow-up. We target this group and reach out to them all the time which other agencies may do only sporadically.

These women suffer from low self-esteem and need to get into positive thinking and reinforcement. It is demoralizing to become no more than a number, to wait to talk to a worker, often a man in job training programs, who is indifferent at best.

4. We have had former CETA participants who received GED but no other training. We have had participants working with us and other programs simultaneously. Some of our clients are receiving AFDC and/or Food Stamps.

5. The WIN program was discontinued over two years ago in this county. Any program which helps a person to work toward self-sufficiency is beneficial. When it operated, it could not pay day care for any nursery or day care center. It paid a small fee to someone in a private home. The social workers sent women to state employment service for job placement. State employment counselor was a man who saw clients individually and was concerned solely with where can I place a usually low skilled woman.

6. I believe women and men should be encouraged to take steps to achieve self-sufficiency. Personally, I would prefer to give the parent the option of remaining with the child until

until a child is three yeats old. A parent of a disabled child or a parent who is disabled should not have to register when the child is three. The major problem is it doesn't pay to work! In Florida the working mother loses AFDC, most Food Stamps, Medicaid. Then entry level job pays $3.35 an hour or slightly more___roughly $134.00 to $150.00 a week. Child care for one child is $40.00 a week. Remove its cost, plus deducts for taxes, social security, health insurance and you're left with practically nothing but a hassle.

In Florida AFDC pays roughly $240.00.00 for a woman with two children. It is impossible to pay rent, utilitues, clothes, etc., out of this per month.

A woman is between a rock and a hard place___AFDC or low pay employment.

7. We see many displaced homemakers who have no skills but homemaking. A nurse's aid in Florida requires certification acquired through vocational training and earns $3.35 an hour. As does a homemaker who serves the elderly.

Many women do have skills such as clerical which must be updated.

All training needs to be of short duration.

8. I strongly believe all women should be able to open an IRA in their own names.

I think we desperately need federal money for training programs. However, the programs must be closely monitored to be sure women are being served. It is more costly to serve women

heads of household because they need stipends to live during training and support for their children.

The government needs to look at the welfare system as it is currently operating. Women who get jobs need additional money and medicaid for months after getting a minimum wage job.

Family housing is a crucial item. Paychecks are decimated by rent and child care.

Private industry should be encouraged to start child care centers nearby.

Everybody needs to assume a woman will work many years of her life out of economic necessity. She deserves equal pay and equal opportunity for promotion.

We need a nationwide system to monitor and collect child support.

You would be surprised at how many women have gone through a divorce with no lawyer. Our local legal aid doesn't consider legal aid during a divorce hearing a high priority.

The government could get its own house in order. Federal service makes no retirement allowable for divorced wives of employees. Military wives prior to 1981 cannot receive any rights to retirement.

9. We have had only a handful of women with substance abuse. The drugs were prescribed by doctors to help with stress.

10. There is deficiently a problem with child care costs in AFDC and/or our state mandated Public Assistance Productivity Act (which provides help and counseling to AFDC women).

AFDC mothers locally must use Title XX day care facilities. We don't have nearly enough facilities to meet the need. These centers require match money which is a major handicap. They are also located on one side of the county which is extremely inconvenient for many women. Women do not get a child care voucher with a choice to select their day care facilities. Also church run facilities are out and churches are in many cases major operators of excellent centers. Furthermore day care facilities do not operate nights and weekends for women on shifts.

Also we have only one latch key program which is operated by a church. Children of school age present a problem before and after school.

11. We do not need referral programs for care. We do need resources for dependent care.

12. We have had no workshops regarding JPTA. All my information has come from National Displaced Homemakers Network and Wider Opportunities for Women.

We have a PIC Council that has very few female members. No one on it has made any effort to keep us informed. The women who have come to New Options after applying at JPTA say they had no luck there. Training is in nontraditional areas for women. To enter nontraditional you must have lots of support and not everyone is interested just as many men do not choose nontraditional training. There are few if any on the job training positions for women. We have no support services in JPTA such as child care

and stipends. This means many women can't afford training even if it is available.

I really believe our clients want help not a hand-out. Life is a real struggle for them___one that government officials and private industry managers have not known. For example, according to the St. Petersburg Times, December 4, 1983, "It is estimated that a man's standard of living increases by 42 percent the year after divorce, while the standard of living of his ex-wife and children (women still get custody of children in 9 out of 10 cases) falls by 73 percent."

Ms. JOYNES. I would like to introduce, on my left, Barbara Gascon, who is one of our New Options clients and a displaced homemaker who has a little different experience from Alabama and would like to share that with you.

The CHAIRMAN. Ms. Gascon, we are happy to have you here.

STATEMENT OF BARBARA GASCON, GRADUATE OF A DISPLACED HOMEMAKERS PROGRAM, BRADENTON, FLA.

Ms. GASCON. Thank you.

I am Barbara Gascon, a client of the New Options Center of Bradenton, Fla. I appreciate your invitation to me to be here today to testify. I am pleased to have this opportunity to share my experiences as a displaced homemaker with you.

I would like to tell you about some of the events in my life that introduced me to the New Options Center in Manatee County. I want to convey to you the importance of the role that the displaced homemakers program plays in the broken lives of so many women. I feel that this program is so desperately needed by those of us who have encountered sudden and drastic changes in our lives.

I am a 42-year-old displaced homemaker with a 15-year-old son and a 12-year-old daughter. I live in Bradenton, Fla. Presently I am employed as a substitute teacher, working when called, for a salary of $31 a day to supplement social security income.

On three occasions in the past 11 years I have been faced with a major crisis in my life. The first time occurred 11 years ago, when my husband of 7 years and the father of my children suddenly and without warning suffered a fatal heart attack. For a period of time all I felt was an unbelievable numbness. When that feeling finally subsided, the full reality of what had happened thrust itself through my whole being. I felt confused, desperate, and emotionally and physically drained. I was alone with two children to raise and feeling very frightened.

I was fortunate that I had a caring spouse who had prepared for our future, and because of that I did not need to worry about financial problems. I also had prepared myself by earning a bachelor of

arts degree in education. I felt comfortable. If I needed to, I could support us, or at least that was what I thought.

At that time what I needed more than anything was emotional support and reinforcement of my own self-worth. I did not find that help where I lived in Ohio. I then moved to Florida to be close to my family.

The second crisis was almost a repeat of the first. After being married for 5 years, my husband was diagnosed as having lung cancer. The cancer metastasized in the brain and for 6 long months my children and I watched him die a slow, painful, agonizing death.

Again I felt the same confusion, anxiety, and despair. I needed so desperately to be able to feel some sense of self-worth. I did not know what I wanted to do with my life, nor where I needed to place priorities. After almost 8 years I had lost many of the skills needed for self-sufficiency.

I wanted to go to work and, after a long, frustrating search, I finally found a job as a sewing instructor. The pay was $3.50 per hour. This was unbelievable. I had a college degree and couldn't find a job that paid more than minimum wage. I was unable to find a job as a schoolteacher because I had allowed my teacher certification to lapse during the serious illness of my husband. Once again, I relied on the financial stability that came as a result of the death of my first husband.

The third crisis in my life occurred recently in the form of a divorce. I had continued searching for my own self-worth. I needed to feel that I, too, could contribute something to my life and to the lives of those I loved. Unfortunately, my husband did not want this in a marriage. I found myself again encountered with another major change.

I was faced with some major decisions that could no longer be postponed. How was I, as a single parent, going to handle the inevitable fact that the time was soon approaching when I would need to be totally and completely self-supporting? The trauma of divorce had done more damage to my person than either of the deaths. In death there is a finality, a certain acceptance, and an amount of protection and security, both financially and emotionally.

A widow is to be taken care of and given support to see her through the crisis. In a divorce, unless there are family members to console her, more support is taken away than is given. In most cases of death there is some kind of financial security. In a divorce there is no guarantee of support, even when the court has ordered it. In many instances the woman has been leading a traditional role as wife, mother, and homemaker, and has not had time for goal setting or the learning of skills needed to enter the job market.

The problems of the divorced and widowed are not only those of financial security. That is only a survival problem. What about some of the other problems she encounters, such as emotional security, day care for children, adequate housing, and medical care? If she is to enter the world of paid work, then she faces a whole new set of problems, such as finding a job that will support her and her children, a job that will fulfill her needs and provide some benefits.

These are only a small portion of the crises that she will need to deal with in order to put some kind of uniformity back into her life. The other areas involve children, and family, and nonfamily relationships. Probably more important are her own needs. She needs to feel a sense of worthiness, not only to herself but to her family, friends, and community.

What does the woman do who has no skills, is unemployed, and perhaps has children. With the dissolution of the third marriage, I not only experienced great anxiety but also the feelings of rejection, anger, and depression. I tried to put some kind of meaning back into my life. I tried desperately to find employment but, without any recent work experiences, my skills were outdated. There were jobs to be found but not jobs that would offer me opportunities for advancement and adequate pay. I want those opportunities for myself. I want to be able to do it myself.

It was at this point that I learned about displaced homemakers. I had known the service existed before but, to be quite honest, I didn't want to feel like a displaced homemaker. That, to me, was quite a negative connotation. Fortunately, because of a very caring group of women the label was changed in our area and is now known as New Options Center. New Options was exactly what I needed so, when I saw the article in our local newspaper, I immediately called and made an appointment with one of the counselors. That phone call was one of the most rewarding decisions I had made in 11 years.

My first appointment was, to say the least, exhilarating. The person I met with was so enthusiastic about me and what I could do with my life. I had found a person who was a complete stranger, and yet she showed me how much she really cared about me. She offered me some new options. From that point on my life has been a very positive experience.

I met with this person on several occasions and she advised me to take part in some of the programs that the center was offering. One of the programs that I became involved with was the life/career planning and employability skills workshop. The workshop was offered for 2 consecutive weeks in 4 day-long sessions. The fifth day was set aside for individual counseling.

I would like to give you a brief outline of the workshop format so that you will be able to see the importance of it. There were nine women participating in the workshop I attended. They were attempting to solve many different problems.

During the first week of the life/career planning and employability workshop we concentrated on personal self-assessment. We had a chance to examine our values and needs at this point in our lives. We also discovered that we had skills that could be transferred into the job market.

The second week we concentrated on skills needed to successfully secure employment. We learned how to set goals, conduct the job search, and fill out job applications. We were given information on business dress and grooming. We were also provided an opportunity to practice interviewing skills, including how to handle difficult interview questions.

There were, of course, some things that the workshop could not do for us, like guarantee a job, put us through school, or solve our

problems, but the workshop was invaluable to all of us. It showed us new ways of thinking about ourselves and increased our self-confidence. It taught us about the choices open to us and the availability of help in locating information. It helped us to identify our interests, aptitudes, and skills, and taught us the importance of goal setting and the benefits of using problem-solving techniques.

Perhaps more important, we learned how to help each other through the natural formation of a support group. One way in which this is carried on is by having periodic early morning meetings just to keep in touch with each other and share our experiences in the process of searching for a job.

The help offered to us did not end with the completion of the workshop. We were not just given all this information and then told goodbye. The concern shown toward us as people, the information available, and the active community job search is still readily available to each of us, even though we completed the workshop weeks ago. Just knowing that if we need to, all that is necessary is a phone call and there will be a concerned person willing to offer assistance is the most important part of this experience.

I later became actively involved in organizing a social network for the clients involved in the New Options Center. Although our social network is in its infancy, I feel it has a lot of potential for becoming an important tool in our helping each other.

I have been a very fortunate person. I have met some caring people and I have had many positive experiences, one of which was to serve as a volunteer in the Peace Corps. As a result of these and the tremendous amount of encouragement and care shown by the New Options Center, I have been able to set some very realistic goals for myself.

In January I will begin classes to work toward a master's degree in guidance and counseling. My goal is to eventually obtain a position in which I can be of some service to women who are in a period of change. I feel that I have valuable experiences and will be able to relate to their needs. I still have a son and a daughter who need me, so it may take a while before I see my goals become reality. I know now, because of the help that I am receiving, that I will realize them.

Thinking of my daughter, I would hope that she would not have to face similar experiences. However, we don't have control over our lives and things do happen. I would only hope that the same assistance would be available to her if needed.

What is being offered at the New Options Center is so valuable, we dare not put it aside or give it less attention. It is vital to the survival of the displaced homemaker.

Thank you very much.

[The prepared statement of Ms. Gascon follows:]

TESTIMONY ON DISPLACED HOMEMAKERS

By: Barbara Gascon

Client, New Options Center

5603 34th Street West

Bradenton, Florida 33507

Before the Labor & Human Resources

Committee - of the U.S. Senate

Honorable Orin Hatch, Chairman

November 8, 1983

Chairman Hatch and members of the Subcommittee, I am Barbara Gascon, a client of the New Options Center of Bradenton, Florida. My testimony today is in behalf of displaced homemakers.

I appreciate your invitation to me to be here today to testify. I am pleased to have this opportunity to share my experiences as a displaced homemaker living in Manatee County, Florida.

I would like to tell you about some of the events in my life that introduced me to the New Options Center in Manatee County, Florida. I want to convey to you the importance of the role that the Displaced Homemakers Program plays in the broken lives of so many women. I feel that this program is so desperately needed by those of us who have encountered sudden and drastic changes in our lives.

I am a forty-two year old displaced homemaker with a fifteen year old son and a twelve year old daughter. I live in Bradenton, Florida. Presently, I am employed as a substitute teacher, working when called, for a salary of $31.00 a day.

On three occasions in the past eleven years I have been faced with a major crisis in my life. The first time occurred eleven years ago, when my husband of seven years and the father of my children, suddenly, and without warning, suffered a fatal heart attack. For a period of time all I felt was an unbelieveable numbness. When that feeling finally subsided, the full reality of what had happened thrust itself through my whole being. I felt confused, desperate, and emotionally and physically drained. I was alone with two children to raise and feeling very frightened.

I was fortunate that I had a caring spouse who had prepared for our future and because of that, I did not need to worry about financial problems. I also had prepared myself by earning a Bachelor of Arts degree in education. I felt comfortable that, if I needed to, I could

support us. Or at least that was what I thought. At that time, what I needed more than anything was emotional support and reinforcement of my own self-worth. I did not find that help where I lived in Ohio. I then moved to Florida to be close to my family.

The second crisis was almost a repeat of the first. After being married for five years, my husband was diagnosed as having lung cancer. The cancer metastasized in the brain and for six long months, my children and I watched him die a slow, painful, agonizing death. When death finally came, we felt somewhat of a relief for now his suffering was over.

Again I felt the same confusion, anxiety, and despair. I needed so desperately to be able to feel some sense of self-worth. I did not know what I wanted to do with my life, nor where I needed to place priorities. After almost eight years, I had lost many of the skills needed for self-sufficiency. I wanted to go to work and after a long frustrating search, I finally found a job as a sewing instructor. The pay was $3.50 per hour. This was unbelieveable. I had a college degree and couldn't find a job that paid more than minimum wage. I was unable to find a job as a school teacher because I had allowed my teacher certification to lapse during the serious illness of my second husband. This was partially due to a husband who very much believed in a traditional marriage with me serving as a full-time homemaker.

Once again, I relied on the financial stability that came as a

result of the death of my first husband. Please don't misunderstand me. I am very grateful that I had that financial stability, however, I feel now that by not being forced into self-sufficiency, my self-esteem continued on a downward trend.

The third crisis in my life occurred recently, in the form of a divorce. I had continued searching for my own self-worth. I needed to feel that I, too, could contribute something to my life and to the lives of those I loved. Unfortunately, my husband did not want that in a marriage. I found myself again encountered with another major change.

I was faced with some major decisions that could no longer be postponed. How was I, as a single parent, going to handle the inevitable fact that the time was soon approaching when I would need to be totally and completely self-supporting.

The trauma of divorce had done more damage to my person than either of the deaths. In death there is a finality, a certain acceptance, and an amount of protection and security, both financially and emotionally. A widow is to be taken care of and given support to see her through the crisis. In a divorce, unless there are family members to console her, more support is taken away than is given.

In most cases of death, there is some kind of financial security. In a divorce there is no guarantee of support, even when the court has ordered it. In many instances, the woman has been leading a traditional

role as wife, mother, and homemaker and has not had time for goal setting or the learning of skills needed to enter the job market.

The problems of the divorced or widowed are not only that of financial security. That is only a survival problem. What about some of the other problems she encounters such as emotional security, day care for children, adequate housing, and medical care? If she is able to enter the world of paid work, then she faces a whole new set of problems, such as finding a job that will support her and her children, a job that will fulfill her needs and provide some benefits.

These are only a small portion of the crisiqes that she will need to deal with in order to put some kind of uniformity back into her life. The other areas involve children, and family and non-family relationships. Probably more important are her own needs. She needs to feel a sense of worthiness, not only to herself, but to her family, friends, and community.

There are many sources available that can provide help to a woman in this position. These sources are generally limited. For example, our mental health clinics offer solutions to emotional problems. Our community colleges offer educational answers to needs for additional skills and the state employment services can offer leads to jobs, but our needs go deeper than that. In our community, mental health counseling is not always availble on a no cost basis and neither is the community college. These agencies and the schools do not offer the caring support

from other women who understand the needs of the displaced homemaker.

What does a woman do who has no skills, is unemployed, and, perhaps, has children? There are federal, state, and local agencies designed to assist, those who qualify, with financial aid. These agencies are needed, but all they offer is financial support. Displaced homemakers want and need to be able to feel some degree of self-sufficiency and to feel that they can achieve that on their own.

With the dissolution of the third marriage, I not only experienced great anxiety, but also the feelings of rejection, anger, and depression. I tried to put some kind of meaning back into my life. In my last marriage I felt worthless. I tried desperately to find employment, but without any recent work experience, my skills were outdated.

There were jobs to be found, but not jobs that would offer me opportunities for advancement and adequate pay. I want those opportunities for myself. I want to be able to do it myself.

It was at this point that I learned about Displaced Homemakers. I had known that the service existed before, but to be quite honest, I didn't want to feel that I was a "displaced homemaker." What a negative connotation? Fortunately, because of a very caring group of women, the label was changed in our area and is now known as the New Options Center. New Options was exactly what I needed, so when I saw the article in our local newspaper, I immediately called and made

an appointment with one of the counselors. That phone call was one of the most rewarding decisions I had made in eleven years.

My first appointment was, to say the least, exhilerating. The person I met with was so enthusiastic about me and what I could do with my life. I had found a person who was a complete stranger and yet she showed me how much she really cared about me. She offered me some new options. From that point on my life has been a very positive experience.

I met with this person on several occasions and she advised me to take part in some of the programs that the Center was offering. One of the programs that I became involved with was the Life/Career Planning and Employability Skills Workshop. The workshop was offered for two consecutive weeks, in four, day-long sessions. The fifth day was set aside for individual counseling.

I would like to give you a brief outline of the workshop format so that you will be able to see the importance of it. I would like to begin by telling you about some of the workshop participants. There were nine women participating in the workshop I attended. They were attempting to resolve many different problems.

Eve had been widowed some years ago and, even though she was older than some of the rest of us, she was facing the need of feeling worthwhile and finding employment.

Two of the women had raised or were in the latter years of raising their children when suddenly their husbands no longer found them interesting and left them for "younger women." In both cases these women were homemakers and after divorce received only minimal limited support from their ex-spouses.

Another participant never quite revealed herself to the group. She was a widow and apparently had some very deep emotional decisions to make.

During the first week of the Life/Career Planning and Employability Workshop, we concentrated on personal self-assessment. We had a chance to examine our values and needs at this point in our lives. We also discovered that we had skills that could be transferred into the job market.

The second week we concentrated on skills needed to successfully secure employemnt. We learned how to set goals, conduct the job search, and fill out job applications. We were given information on business dress and grooming. We were also provided an opportunity to practice interviewing skills, including how to handle difficult interview questions.

There were, of course, some things that the workshop could not do for us, like guarantee a job, put us through school, or solve our problems, but the workshop was invaluable to all of us. It showed us

new ways of thinking about ourselves and increased our self-confidence. It taught us about the choices open to us and the availability of help in locating information. It helped us to identify our interests, aptitudes, and skills and taught us the importance of goal setting and the benefits of using problem solving techniques. Perhaps more important, we learned how to help each other through the natural formation of a support group. One way in which this is carried on is by having periodic early morning meetings, just to keep in touch with each other and share our experiences in the process of searching for a job.

The help offered to us did not end with the completion of the workshop. We were not just given all of this information and then told "good-bye." Every Monday, Wednesday, and Friday morning we met, after the two week workshop, to participate in the active community job search. We were told to make appointments with area businesses and conduct informational interviews. The expectation was to have ten interviews a week. The concern showed towards us as people, the information available, and the active community job search is still readily available to each of us, even though we completed the workshop weeks ago. Just knowing that if we need to, all that is necessary is a phone call and there will be a concerned person willing to offer assistance, is the most important part of this experience.

I later became actively involved in organizing a social network for the clients involved with the New Options Center. Although our

social network is in its infancy, I feel it has a lot of potential for becoming an important tool in our helping each other.

I have been a very fortunate person. I have met some caring people and have had many positive experiences, one of which was to serve as a volunteer in the Peace Corps. As a result of these and the tremendous amount of encouragement and care shown by the New Options Center, I have been able to set some very realistic goals for myself.

In January I will begin classes to work towards a Master's Degree in guidance and counseling. These classes will be held in the evening, allowing me to continue serving as a substitute teacher, when called. My goal is to eventually obtain a position in which I can be of some service to women who are in a period of change. I feel that I have valuable experiences and will be able to relate to their needs. I still have a son and a daughter who need me, so it may take a while before I see my goals become reality. I know now, because of the help that I am receiving, that I will realize them.

Thinking of my daughter, I would hope that she would not have to face similar experiences. However, we don't have control over our lives and things do happen. I would only hope that the same assistance would be available to her if needed.

What is being offered at the New Options Center is so valuable, we dare not put it aside or give it less attention. It is vital to the survival of displaced homemakers.

The CHAIRMAN. Well, thank you, Ms. Gascon. We really appreciate all of the testimony we have had here today.

What I am going to do is direct some questions to all of you as a whole. Any member of the panel should feel free to comment or even disagree with the answers of others or with my question, if that is the case, or with the testimony of any other panelist. We would like this to be kind of freewheeling, but I want to ask a few questions that I think are important concerning what you have been discussing with us today.

For instance, how do displaced homemakers or women on welfare find out about your training and support programs? How do they find that out?

Dr. BAUER. In our rural area, many women find out about it from the experiences of other women who have participated.

The CHAIRMAN. So word of mouth is one way?

Dr. BAUER. It is the major way, that is true. We publicize our program widely, in the newspaper, on radio, on television. We meet with community agencies, speak often to community groups, and we send letters to agencies that are likely to deal with the problems that displaced homemakers face. We get referrals from the employment services and from community agencies, such as department of pensions and security.

The CHAIRMAN. Therefore, you feel women are finding out about the various programs that you have.

Ms. Madison.

Ms. MADISON. Yes; we receive similar kinds of referrals and we do similar kinds of outreach, but in our case we are also beginning to see that the daughters, cousins, and friends of many of our former clients are being referred by them to our program because they are aware of the kinds of successes that we have with them. However, we do get them through our personal outreach, PSA's, through the department of employment services in our local jurisdiction, through community agencies and others.

In fact, doctors, psychiatrists, a number of people have begun to refer women to us. I am not sure that we particularly like that connotation but we feel that we are able to work with many women who are in trouble and are seeking o her kinds of help, and have been referred to us for employment a1 d training.

The CHAIRMAN. That's great.

Ms. Fossedal.

Ms. FOSSEDAL. I would like to add, from the national perspective, that in spite of the local advertising that is done it seems that often women will read an article in a national magazine, and it triggers a thought and they call the national office. Therefore, a major role we have played is the referral, then, to the local service provider, which is an essential role for us to fulfill.

The CHAIRMAN. All right.

Ms. Joynes.

Ms. JOYNES. I would like to add two things to that. We have found that a lot of women who are not displaced, that is, who are married and who are homemakers, do not pay much attention to the services because they don't see any need for them. However, when they are in the middle of crisis, somehow or another through friends, through referral, they do find out about our program. We

have had calls that have been made to the national network and then been transferred back to Florida and then transferred back to us, and even transferred from county to county until they manage to get the information.

A second source is any kind of free newspaper publication. We have two weekly publications that are free, and this is what these women read because financially they often don't have a TV set or they can't afford a newspaper, but they do pick up the free publications and they hear about us from that.

The CHAIRMAN. That's great.

Do you believe all of the displaced homemaker or women's training programs now in existence are filled to capacity? In other words, if I suddenly had a heart attack and died, would Mrs. Hatch be able to enroll in one of these programs immediately or would there be a long waiting list?

Dr. BAUER. In my area she would likely have to wait.

The CHAIRMAN. She would have to wait?

How about you, Ms. Madison?

Ms. MADISON. Well, we do have just a certain number of slots that are funded for us to work with women, and whenever we do a PSA of any kind announcing new programs, we are inundated with women and we are unable to take all of the women who actually call us, although we are trying to mainstream some of our services so that other technical schools and voc-tech areas are picking up on what we are doing. However, it is a fact that the services are limited and——

The CHAIRMAN. How many do you have on your waiting list?

Ms. MADISON. We frequently have waiting lists of up to 200 women, and then we call them——

The CHAIRMAN. Who cannot get in until——

Ms. MADISON [continuing]. For orientation; yes.

The CHAIRMAN. I see. That is typical?

Dr. BAUER. Our lists don't usually get that long because we offer new programs every quarter, but sometimes they are fairly long.

The CHAIRMAN. Your experience, Ms. Joynes.

Ms. JOYNES. We have a shorter program. Basically the workshop, the employability workshop, is 2 weeks, so we have a 2-week wait between each new workshop. Each new workshop is filled. We have no problem filling them and we do have people calling us and we will say, "Come in next month. Reconfirm for next month."

The CHAIRMAN. Well, it seems to me that we have to expand the programs. We are not so worried about the knowledge of them, but we need to provide some sort of means for the programs to be expanded.

Ms. MADISON. The other part of it is, however, that when you have these kinds of waiting lists you lose a lot through attrition. There are women who go away discouraged and there is nowhere else that you can refer them, so it is very important that you do get these waiting lists down. People do have crises, and they need immediate attention, and we need to find ways to serve them.

The CHAIRMAN. I see.

Ms. FOSSEDAL. Just to add, as I noted, in the State of Kentucky in the transfer over from CETA to JTPA many programs do not know if they will exist, so the waiting list problem is not even the prob-

lem. It is the problem as to whether there will be any service at all.

The CHAIRMAN. There may not even be a program is what you are saying and what Ms. Joynes said earlier in the day.

Are there regions or States which are in particular need of these programs to help women in transition, or is the situation fairly well balanced across the country? Would you say it is just a real problem all over the country, or are there particular areas in the country that need more help than others?

Ms. FOSSEDAL. It is a vast problem across the Nation because women are spread across the Nation, and the problems being addressed address all kinds of women. I think there are some States, from my perspective, that have been more creative in the use of their funding and the ways that they put it together.

I would cite the State of Wisconsin, since I happen to be very familiar with it, in which they have taken vocational education funds, the old CETA and now JTPA funds, and some State legislative funds through their health and social services department, and made sure that, as someone else suggested earlier, there is a combination of moneys that at least insures some continuation and hopefully expansion. I would urge people to pay attention to some of those models. That is part of what we have suggested to the Women's Bureau, that we would like to help our regions share their information and find more effective ways.

The CHAIRMAN. I think that is important.

Let me ask the former participants in these programs whether you encountered any negative reactions from people, particularly employers, as a result of participating in these programs? Was there any stigma attached to this type of program, you know, like there was to the old CETA program? Let's start with you, Ms. Gascon, and then we will go to Ms. Keller and Ms. Edmonds.

Ms. GASCON. No; the answer to that for my part would be no, I did not. The only negative reaction I encountered in trying to find employment was that my skills were too old.

The CHAIRMAN. I see.

Ms. Keller.

Ms. KELLER. No; in fact, the company that I work for and the manager who is my immediate supervisor or my immediate employer, he realizes my situation and he works my work schedule to accommodate my school.

The CHAIRMAN. Therefore, he has tried to be helpful, then?

Ms. KELLER. My school, yes, going to school, because I was going to school in the daytime so he scheduled me for weekends and nightwork. Now I am taking classes in the evening because the electives I need are offered only at this time, and he just rearranged my schedule where I would be off those two evenings, so I have gotten positive responses from him. I mean, he realizes my situation, he realizes my age, and he realizes what I am trying to accomplish. He has been real helpful in many ways.

The CHAIRMAN. Great.

Ms. Edmonds.

Ms. EDMONDS. No; I haven't found any type of—I haven't had any kind of problem with that either, but I do realize that they

prefer hiring clients that have had some kind of background training in what you are being hired to do.

The CHAIRMAN. I see. Now let me ask all three of you another question, and that is, Do you have any connection with the former programs that you have been involved with, now? For instance, do you volunteer to help or do you do anything to assist in these areas? Ms. Gascon?

Ms. GASCON. Yes; I am. I am becoming more actively involved, especially in this social network that we have to provide some type of an outlet for the women to get together with other women, to share problems and to help each other.

The CHAIRMAN. Therefore, you see how you can help others, too?

Ms. GASCON. Yes; and I am hoping to get more involved in the future on a volunteer basis.

The CHAIRMAN. That's great.

Ms. Keller.

Ms. KELLER. No, because my schedule is so full that I just don't have any extra time. Hopefully, when I graduate from college, I will become more involved, because I feel like from my experience, I think it helps these women to hear it from somebody who has been there.

The CHAIRMAN. Yes.

Ms. KELLER. I think that has more of an impact than the directors who will say, "Well, we can do this and we can do that." I think they have to hear it from somebody who can say, "Hey, I've been there. I know where you're at, you know." Therefore, hopefully if Ms. Bauer will let me, I do want to become more involved. I am sorry that I have not but, like I said, I have a full schedule.

The CHAIRMAN. We all understand. You are busy.

Ms. Edmonds.

Ms. EDMONDS. Yes; I do. I play as a role model for the new students who come in, to let them know that I have been where they are now, and there are times that I got discouraged too and was really wondering, is this going to really help me get where I want to go.

I work really hard hours, from 9:30 at night until 5:30 in the morning, and during my spare time, whenever I can be available or I can make the time, I always intend to do something or anything that I can that will help the new students coming in.

The CHAIRMAN. Thank you. I have some more questions but I am going to turn to Senator Hawkins. She has to go to a chairmen's meeting, and I do too, but we want to give Senator Hawkins some equal time here.

Go ahead, Senator.

Senator HAWKINS. Yes; Margo, could you tell me if my figures are correct? I understand that there are 527,000 widows and divorcees in Florida, and most of them, about 400,000, are considered low income or economically disadvantaged. Are those figures correct?

Ms. JOYNES. Yes.

Senator HAWKINS. How many displaced homemakers are currently being served by your program and other displaced homemaker programs in Florida?

Ms. JOYNES. I should say with our program we are serving two different categories of displaced homemakers. With the State funding we are limited to 35 and older. All right?

Senator HAWKINS. Yes; but in your testimony I gather you want that age limit removed.

Ms. JOYNES. Well, any legislation I feel needs to be based on their service in the home rather than their age, because if I see someone who has been married at 18 and she is widowed and divorced at 34, she has been a long time there and she is not eligible.

We are projecting 190 people, 190 displaced homemakers 35 and older that we will serve this year, and that is under the 35 and older. Then we will probably serve at least 150 to 200 who are under 35, who will be coming through technically under the vocational education provisions.

From the ones that I know, for instance the counties next to us, their figures are fairly similar because of similar populations. We are around 140,000. Now Tampa serves an urban area and so does Orlando, so they are serving more people. There is no doubt in my mind we are simply not reaching everybody out there. There are areas of the State right now that are not served.

Senator HAWKINS. Not served at all?

Ms. JOYNES. No; up in the panhandle, particularly, there is very little service provided.

Senator HAWKINS. Are most of your clients unemployed when they come to you?

Ms. JOYNES. Yes; we have a few who have had an occasional part-time job, but not enough to make a living.

Senator HAWKINS. Therefore, if they are employed, you work with them to upgrade their skills?

Ms. JOYNES. Yes; we work with them to upgrade their skills. We work basically on helping them to see that they do have skills, and then we work on placement. In our group situation, our placement is running similar to Alabama, I would say 65 to 80——

Senator HAWKINS. Sixty-five?

Ms. JOYNES [continuing]. Sixty-five to eighty percent placement with the groups, the small groups of 10 that we work intensively with. We place others that we see on a crisis basis, but the disappointment there is that they have to have immediate employment and we have to wait for them to come back after they have gotten on their feet, to look at something down the line where they can earn more money than minimum wage.

Senator HAWKINS. There seems to be a great deal of confusion over the difference between the displaced homemaker training program and the adult education program, at least our mail reflects that. Could you explain the difference and why you think both are necessary?

Ms. JOYNES. Our programs are very specialized to meet the needs of this particular group of, face it, 99 percent women. All right? We are trying to build on the skills that they have acquired as homemakers, and with adult education programs you have the whole spectrum of the population, male and female, all ages. Some are in adult education for supplemental reasons. Some are in there to complete their high school. They cover a much broader population than we do. We are very specialized for this group of people.

Senator HAWKINS. I am very proud of your program, by the way, but I am concerned that we don't have enough programs, for our State and for the country.

Ms. Fossedal, could you tell me, do you think the PIC's and the prime sponsors are ignoring the needs of displaced homemakers because of the increased costs involved in child care and outreach activities such as transportation?

Ms. FOSSEDAL. Well, that would be one area. I think there are some other areas to consider. My understanding of the JTPA regs as they have come through the States is that there will be a requirement that the wage to be earned is somewhere in the area of $4.50 or $4.90 an hour, and so in order to place people they are going to look for people that they can put through quickly and get out quickly. The displaced homemaker may require some more time and, as I also mentioned, her age may be another factor in the barriers that she faces in seeking employment, so I think that is a second possibility.

A third possibility is the whole fact that they seem to be looking strongly at the words "dislocated worker" and not understanding that a displaced homemaker is, in effect, dislocated. I had a long conversation with our own PIC executive just the other day on that issue, and it takes a lot of explaining to make them understand that.

Senator HAWKINS. Well, I agree with Senator Hatch that we need to have some oversight and explain it to everybody, so that we get the same message to every group.

In your estimation—and you heard Ms. Gascon's testimony about her self-image, and she really did not want to be called a displaced homemaker but when she saw the idea of new options that appealed to her—is that a problem in the connotation that displaced homemaker is getting in the United States?

Ms. FOSSEDAL. Well, first of all, the displaced homemaker in her early stage probably doesn't want to call anyone, so the title would be irrelevant. I think the fact that most of us have found our referrals come from other people who have used the service also testifies to the fact that there is a personal connection.

There have been people who have said they did not find the title appealing but, understanding what it really connotates, I think it is a necessary title. We have to face reality.

Senator HAWKINS. New Options probably could be the outgrowth of your social network that you are talking about, for improving self-image.

I am concerned that Ms. Joynes said she didn't have enough women for staff support under JTPA. Do you find that true across the United States.

Ms. FOSSEDAL. I would like to say—I was hoping I would have an opportunity to say this—that I feel whether it is a local program or in the case of the national network, that the amount of money that is spent for the product that comes, if we could do a productivity study we would find, I think, that the Government at whatever level is getting a big bang for its buck. I have served in local programs and run local programs, and I know that the amount of women they serve for that amount of money would probably not be able to occur if there were not extra commitment around the staff.

Senator HAWKINS. In closing, I would like to tell you that at a meeting at the White House last week, the President endorsed the concept for IRA's for spouses and divorced spouses. We would like that widely broadcast. Our individual worth is being recognized. He also has endorsed the concept of pension equity, not as much as I would like. I would like to lower the age because so many women marry so young, but it is going to be considered in the Senate next Monday, the pension equity, so you women should be paying close attention.

On dependent care, we have been working with the President to establish a better sliding scale. Senator Hatch has several bills he is introducing this week. I am working on employer-sponsored child care and, still, refundability on the dependent care tax credit.

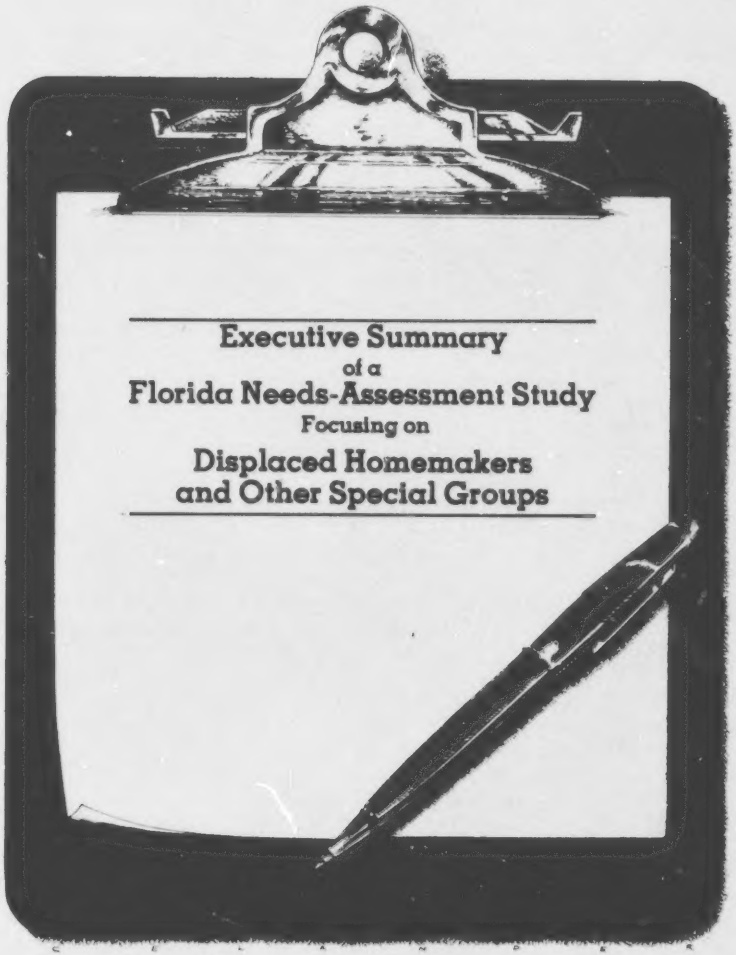
Then S. 1700 is my bill, and will be on the finance bill. That mandates that displaced homemakers must be a part of the targeted jobs tax credit. Several people mentioned that. That is in S. 1700. If you would like to write your Senators to support it, I would appreciate it.

The CHAIRMAN. Senator Hawkins is never above getting support for her ideas, which are usually pretty good.

I want to thank each of you for coming. I am going to submit the remainder of my questions to you in writing, and Senator Hawkins will also. We will keep the record open until 5 o'clock today to submit questions in writing because we think this has been a particularly important hearing. I think you are going to see some results from this hearing. If nothing more, you are going to have an oversight hearing on JTPA implementation, I'll tell you that, but I think you will see some other results as well.

I just want to personally congratulate you on your testimonies, and thank you for being here with us today and helping us to understand this better. I think we have made a lot of strides over the last 3 years, but we can make a lot more. The Job Training Partnership Act has to be an effective program. We all feel deeply about it. It was the one act, I think, everybody in the Congress agreed with, and we ought to make sure it works well.

[Additional material supplied for the record follows:]



Executive Summary
of a
Florida Needs-Assessment Study
Focusing on
Displaced Homemakers and Other Special Groups

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Almost one-third of a random sample of Florida's adult population are interested in getting job training. At least 93 percent are not enrolled in a job-training program, however, and 48 percent have never been enrolled. Further, almost half of this sample population are unemployed or are full-time homemakers, and nearly a third of these would like to be employed now or within the next few years.

A Statewide Survey: Purpose and Procedures

These and other findings—with important implications for Florida educators—are the result of a statewide needs-assessment survey funded by the Florida Division of Vocational Education and undertaken as a response to Public Law 94-482, Section 107(b). The study was designed to assess the vocational and educational needs of adults in the state of Florida, especially of those identified as displaced homemakers, single heads of households with inadequate job skills, homemakers working part-time and seeking full-time employment, and individuals interested in entering nontraditional vocations.

As a first step in fulfilling the federal mandate, a statewide telephone survey was conducted. A systematic random-sample procedure was strictly followed in order to maintain the integrity of the sampling process.

The questionnaire used in the telephone survey contained 44 response items. These were designed to get information that would yield a demographic profile of adults in the state, as well as a profile for each of the four special groups. The questionnaire focused on the present employment, if any, of respondents, their employment aspirations, their need for support services, and their training preferences and needs.

Public Law 94-482, Section 107(b), requires each state to "set forth a program to assess and meet the needs of persons described in Section 120(b)(1)(L)." The categories of individuals described in Section 120(b)(1)(L) consist of the following:

(a) Persons who had [sic] been homemakers but who now, because of dissolution of marriage, must seek employment;
(b) Persons who are single heads of households and who lack adequate job skills;
(c) Persons who are currently homemakers and part-time workers but who wish to secure a full-time job; and
(d) Women who are now in jobs that have been traditionally considered jobs for females and who wish to seek employment in job areas which have not been traditionally considered as job areas for females, and men who are now in jobs that have been traditionally considered jobs for males and who wish to seek employment in job areas which have not been traditionally considered as job areas for males.

The law also requires the state to provide "(i) special courses for such persons in learning how to seek employment, and (ii) placement services for such graduates of vocational education programs and courses."

Between November 1, 1979, and May 15, 1980, a total of 22,465 completed questionnaires were received, coded, keypunched, and analyzed. Selected results of this survey are presented in this report. Additional data, as

well as a more comprehensive report, entitled *Statewide Needs Assessment in Vocational Education, Focusing on Needs of Displaced Homemakers and Other Special Groups*, can be obtained from Joe Mills, Director, Division of Vocational Education, Florida Department of Education, Knott Building, Tallahassee, FL 32301.

Survey Findings

General Data — Statewide

Approximately 7,200 individuals, or almost one-third, of those surveyed statewide are searching for upward mobility and greater economic stability. They view job training as a means to those ends.

Their decisions to enroll in job-training programs, however, would be influenced by many factors. Among those cited as important by most respondents are (1) the enjoyability of the course, (2) the availability of the desired training, and (3) the distance of travel required. Table 1 presents a complete list of factors and the percentages of respondents who rated each.

Table 1

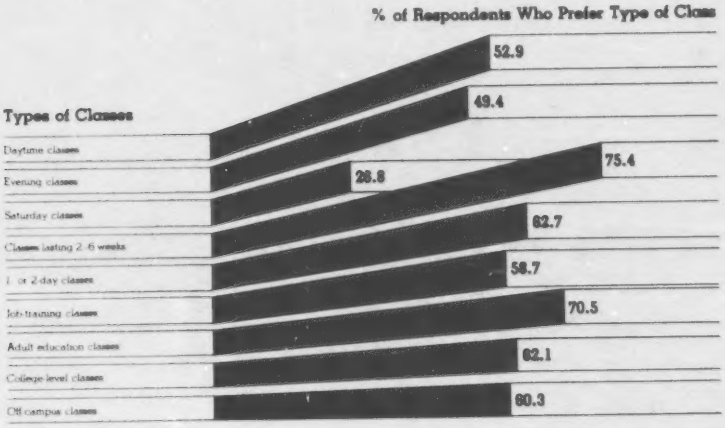
Factors Important in Enrollment Decisions: Responses of Total Sample Population

Factors	% of Respondents Rating Factor Important	% of Respondents Rating Factor Unimportant	% of Respondents Who Are Undecided
Distance of travel	73.9	21.2	4.5
Availability of transportation	65.0	32.0	2.6
Amount of homework	43.4	49.3	6.9
Enjoyment of friends	26.9	66.6	5.9
Length of program	56.7	34.1	8.6
Age of fellow students	71.8	22.8	4.9
Enjoyability of the course	81.1	14.3	4.0
Financial help	55.0	38.0	6.3
Availability of desired training	78.5	15.0	5.6
Personal health	62.6	31.8	4.8

Interviewees were asked about their class and schedule preferences. Responses indicate that most respondents prefer adult education courses lasting from 2–6 weeks and directed toward specific vocational goals. Chart 1 contains a list of class types and the percentage of respondents who prefer each type.

Chart 1

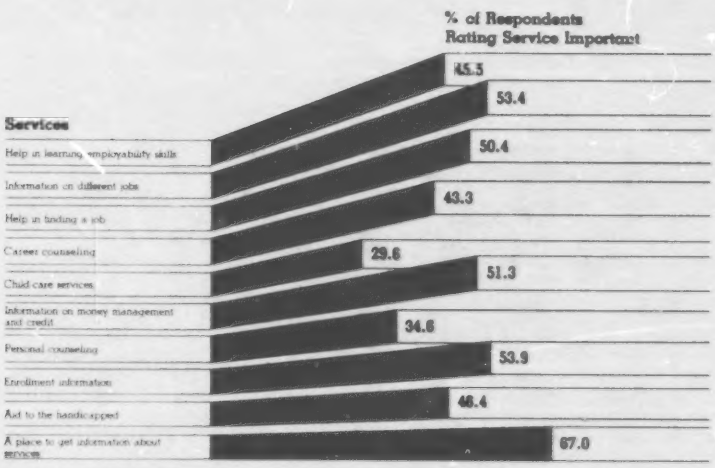
Types of Classes Preferred:
Responses of Total Sample Population



Because adults interested in training programs have family and other commitments, they want courses designed and developed to accommodate their particular circumstances. This finding underscores the need for flexible scheduling and for concentrated and targeted job-training programs.

An analysis of statewide data also shows that an overwhelming number of adults in Florida believe that a special center is needed to provide comprehensive information on training programs and support services. Regardless of their educational backgrounds, most respondents expressed a desire for enrollment and job information. Responses also indicate a need for programs and services that will offer career counseling, job and skill training, and assistance in developing employability skills and in finding jobs. Chart 2 lists support services and the percentage of respondents who rate each as important.

Chart 2 **Support Services Desired: Responses of Total Sample Population**



Survey Findings

Special Groups — Statewide

Survey results indicate that almost 1 individual out of every 10 in the state can be classified as a displaced homemaker, single head of household with inadequate job skills, homemaker working part-time and seeking full-time work, or potential nontraditional worker. Since each special-group definition requires constituents to be, or implies that they are, actively seeking employment or job-training skills at the time of the interview, this finding has major implications for vocational education and job-training programs.

Displaced Homemakers

The term *displaced homemaker*, as used in this survey, applies to any adult, male or female, who has been a homemaker, but who now, because of a dissolution of marriage, must seek employment outside the home. Even with the restrictions inherent in the definition, approximately 1.2 percent of the sample qualify for this group, with the greatest frequencies in Congressional Districts 2, 14, 11, 9, and 10.

The survey found that over 98 percent of displaced homemakers are female and white. Almost 56 percent are widowed, 44 percent are divorced or separated, and 76 percent are considered the main providers in their households.

The data on age range show that 19 percent of the displaced homemakers are under 35. This means that definitions specifying a

minimum age of 35, as used by some funding agencies, automatically disqualify a significant portion of this group from receiving financial assistance. Table 2 gives a percentage breakdown of displaced homemakers by age.

Table 2

Percentage Breakdown of Displaced Homemakers by Age

Age Range	% of Respondents within Age Range
16–19	.8
20–24	3.4
25–34	14.8
35–44	10.3
45–64	39.5
65–plus	29.7
No response	1.5

More than 97 percent of those identified in the survey as displaced homemakers are not currently enrolled in a job-training program, and almost 68 percent have never been in such a program. Over 61 percent, however, are interested in getting job training, and 82 percent would like to work within the next 6 years.

Compared with the statewide sample, a greater percentage of displaced homemakers regard financial help, cost of tuition and books, and the enrollment of friends as important considerations in making enrollment decisions. Table 3 shows the percentages of displaced homemakers who rate the listed factors as important.

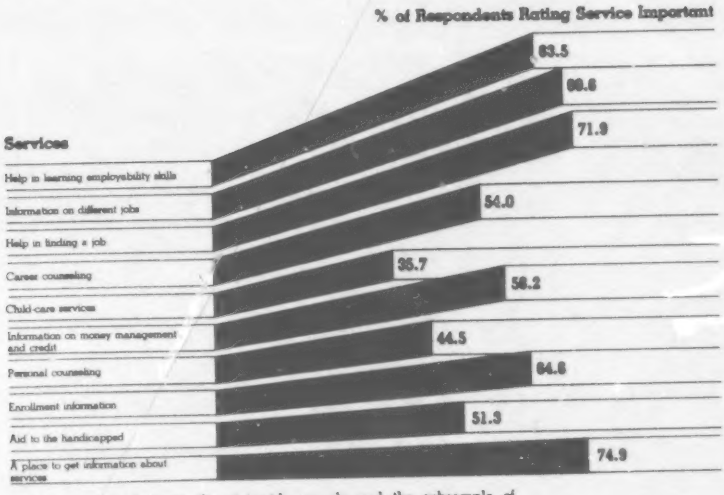
Table 3 **Factors Important in Enrollment Decisions of Displaced Homemakers**

Factors	% of Respondents Rating Factor Important
[illegible]	75.7
[illegible]	66.9
[illegible]	47.5
[illegible]	33.8
[illegible]	54.0
[illegible]	77.9
[illegible]	82.5
[illegible]	70.3
[illegible]	77.6
[illegible]	66.2

A large majority of displaced homemakers, according to the survey, are interested in adult education courses, courses lasting 2–6 weeks, and daytime classes. Few would be attracted to Saturday and evening classes.

Responses of displaced homemakers to questions concerned with needed services reveal that a high percentage would like a center available to provide information about educational and training programs and services. Most also indicate that they need help in finding jobs. Chart 3 shows the percentages of displaced homemakers who regard the listed services as important.

Support Services Desired by Displaced Homemakers Chart 3



A comparison between the statewide sample and the subsample of displaced homemakers concerning services indicates that more displaced homemakers perceive a need for every service. The percentage differences between the total sample and this subsample are greatest for two desired services: one to help clients find jobs—a difference of over 20 percent—and one to help them improve their employability skills (general skills needed to get and keep a job)—an 18 percent difference.

A composite, descriptive picture of Florida's displaced homemaker, as defined in this study, depicts a white woman, over 25, who has become the main provider in her household. In order for her to undertake job training, she—more than the general population—needs financial help, support systems, and peer-group relationships. She is interested in securing employment, but she lacks self-confidence and she needs assistance in obtaining career information, acquiring employability skills, and finding a job. Although she has had some work experience, she is reluctant to return to the kind of job held previously, and at the same time she is uncertain as to an alternative career. She does not know where to go for the information she needs.

Single Heads of Households Who Lack Adequate Job Skills

The second—and largest—of the four special groups, single heads of households who lack adequate job skills, accounts for over 6 percent of the sample population. Approximately 10 percent of single heads of households are also displaced homemakers.

Almost 24 percent of the group are black, and approximately 2 percent are of another ethnic minority. Over 58 percent are 35 years of age and older, with the largest single percentage between 45 and 65. There are more males reported among the single heads of households who lack adequate job skills than among any of the other groups, but the majority—over three-fourths—are women. The concerns of the single head of household for support services and assistance are similar to but even greater than those of the displaced homemaker.

In Florida, the typical single head of household is a 45-year-old, or older, female who has been married but is currently divorced or separated. She started high school but did not graduate. She is likely to be white (though a disproportionate number of single heads of households with inadequate job skills are black). She seeks employment and upward mobility through job training, but she needs information about educational programs and about different kinds of jobs, as well as assistance in identifying an appropriate career and in getting a job. She does not know how to improve her employability skills or where to get the information she needs.

Homemakers Who Work Part-Time and Who Seek Full-Time Employment

Very few, less than 1 percent, of the homemakers who are employed part-time are seeking full-time employment. The smallest of the four special groups, this group consists largely of younger, married women who are financially secure. Most in this group are working in part-time jobs that are traditionally occupied by women, but they hope to use their training, typically secretarial, as a stepping stone to professional/technical or administrative/managerial positions. One out of three, however, does not know what type of work she would prefer.

Though most of these women are not primarily concerned about economic survival, they desire job training that will qualify them for full-time positions. The factors of concern to most within this group are the distance of travel involved, the enjoyability of the course, and the availability of desired training. Their expressed needs for information and for services are similar to the needs of those in the other special groups.

Persons Seeking to Move from Traditional to Nontraditional Positions

Slightly more than half of the statewide sample are employed, and of these almost 5 percent are interested in learning nontraditional jobs. Almost 2.4 percent, then, of the total sample fall into this special group. (For this study, a *nontraditional job* is one in which one sex dominates in a ratio of approximately 3 to 1.)

At the time of the survey, less than 10 percent of this group were enrolled in any type of job-training program, but the majority expressed an interest in getting job training. Although most of the women (who constitute over 90 percent of this group) were trained in secretarial work, the goals of the majority are to work in professional/technical or in management/administrative areas.

Typically, the person interested in learning a nontraditional job is a married, white female homemaker, between 20 and 44 years of age, with a high school education or more and some job training. She considers

availability of desired training, enjoyability of the course, distance of travel, and cost of tuition and books to be determining factors in any enrollment decision. Like those in the other groups, she desires a central clearinghouse where comprehensive information about services and programs is available. She needs information—about enrollment, different kinds of jobs, money management—as well as career counseling.

Comparisons by Congressional District

The survey project selected Congressional Districts 2, 10, and 14 for in-depth group comparisons. Responses of displaced homemakers and of each of the other three special groups in each of the three districts were tabulated and compared.

Comparisons indicate that although the overall profile for every group is similar from district to district, important differences are also found. Congressional District 2, for example, has more displaced homemakers than the other two districts, as well as the highest percentage of the total number of displaced homemakers. Within each group, differences in age and racial distribution, in marital status, and in educational levels appear from district to district. Concerns, priorities, and preferences vary accordingly. These comparative data illustrate the necessity for creative flexibility in meeting needs in the different geographical areas of Florida.

Since data from this study have been compiled by county and by congressional district, analysis of the data can help identify the programmatic directions, scheduling blocks, and support services that will accommodate regional differences—and extend educational and vocational opportunities to a large segment of Florida's population.

Recommendations

The following recommendations are based on the findings of this survey.

1 Encourage program developers to be flexible and creative in developing training programs for the adult learner. They need to be aware of the kinds of classes and course schedules that are most attractive to the populations they are trying to reach.

2 Commit resources to assertive outreach and awareness programs. Over 58 percent of the survey population have never been involved in a job-training program, and approximately one-third are interested in becoming involved. These potential adult learners should be reached and the job-training options examined.

3 Develop and conduct a statewide awareness campaign to inform adults about the existing Center for Career Development Services' toll-free hotline number: 1-800-342-9271. The most pressing need indicated by the 22,465 survey respondents is for a place where adults can secure information about services and about educational training options *at every level.*

4 Eliminate an age criterion, such as "over 35 years of age," in the definition of *displaced homemaker.* Such a criterion renders a substantial number of displaced homemakers ineligible for support from certain federal and possibly state-funded programs for displaced homemakers.

5 Develop and fund comprehensive programs within the state educational system—in vocational education, particularly—to help displaced homemakers and single heads of households train for careers in which the employment outlook is optimistic and in which incomes are above minimum wage.

6 Develop programs that will increase alternatives for child care, especially for women who must work at night and/or on weekends.

7 Provide for financial educational assistance to displaced homemakers and single heads of households who must take less than a full-time load in an educational institution.

8 Develop programs cooperatively to include both displaced homemakers and single heads of households, since these two subgroups overlap and their needs are similar. Such programs should not be given labels that might inadvertently exclude some of the people who could benefit from the programs.

9 Encourage employers to adopt flex-time scheduling to accommodate those women who want to work part-time but who find that most part-time jobs are unrelated to their training and provide only minimal incomes.

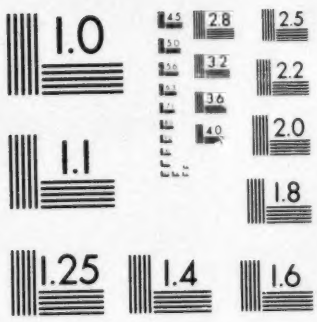
10 Undertake a comprehensive educational program to attract women into nontraditional vocational positions. The study shows that those most interested in nontraditional employment—professional/technical positions—are younger, college-educated, married women.

11 Distribute and equalize throughout the state the comprehensive services available to displaced homemakers and single heads of households. The services that exist for displaced homemakers through state funding are clustered in metropolitan areas; but, according to this study, these areas contain a somewhat higher proportion of such services than is warranted by the population distribution.

State of Florida
Department of Education
Ralph D. Turlington, Commissioner of Education
Tallahassee, Florida
Affirmative action/equal opportunity employer

Division of Vocational Education

Floridas: A State of Educational Distinction. "On a statewide average, educational achievement in the state of Florida will equal that of the upper quartile of states within five years, as indicated by commonly accepted criteria of attainment." Adopted: State Board of Education: Jan. 20, 1981



MICROCOPY RESOLUTION TEST CHART
NATIONAL BUREAU OF STANDARDS
STANDARD REFERENCE MATERIAL 1010a
(ANSI and ISO TEST CHART No. 2)

The CHAIRMAN. Thank you again. We are grateful to have all of you here. With that, we will recess until further notice.

[Whereupon, at 12:15 p.m., the committee recessed, to reconvene at the call of the Chair.]